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# GOVERNMENT/INDUSTRY POLICY DEVELOPMENT SEMINAR

NATURAL RESOURCES SECTION  
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with  
**Atlantic Coast  
Fishermen**

**Lord Nelson Hotel**

**Halifax N.S.**

**April 4,5, 1973**

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Pêches et sciences  
de la mer

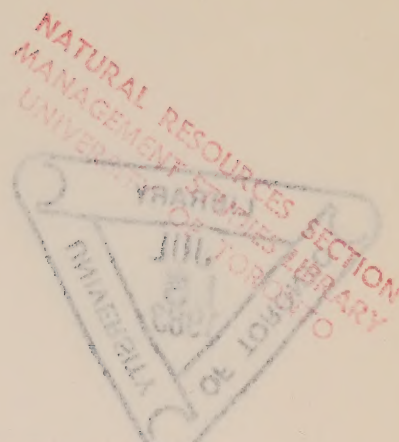
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SUMMARY REPORT

of

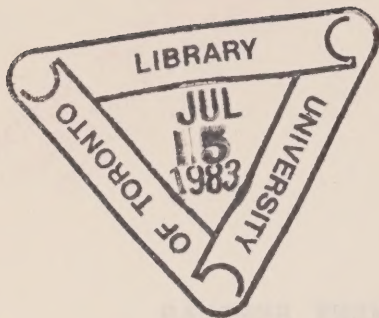
GOVERNMENT/INDUSTRY POLICY DEVELOPMENT SEMINAR  
WITH ATLANTIC COAST FISHERMEN

Lord Nelson Hotel

Halifax, N. S.

April 4-5, 1973

Préparé par:  
National Fisheries Committees Group  
Fisheries and Marine Service  
Department of the Environment  
Ottawa, K1A 0H3  
Telephone (819) 997-1274



SUMMARY REPORT

OF

GOVERNMENT/INDUSTRY POLICY DEVELOPMENT BOARD  
WITH ATLANTIC COAST FISHERIES

John R. B. (1983)

William R. B.

April 4-5, 1983

Reviewed by:  
National Fisheries Commission Group  
Fisheries and Marine Service  
Department of the Environment  
Ottawa, K1A 0H1  
Telephone (416) 957-1515



SOMMAIRE

du

SEMINAIRE MIXTE ETAT-INDUSTRIE D'ELABORATION DE POLITIQUES  
TENU AVEC LES PECHEURS DE LA COTE ATLANTIQUE

Hôtel Lord Nelson

Halifax, (N.E.)

4-5 avril, 1973

Préparé par:  
le Groupe des comités des pêches nationales  
Service de pêches et sciences de la mer  
Ministère de l'Environnement  
Ottawa, K1A 0H3  
Téléphone (819) 997-1274





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## INTRODUCTION





## INTRODUCTION

In 1972, the federal Fisheries Services commenced a series of seminars which were designed to bring together people from the fishing industry and federal government representatives for the purpose of examining, exchanging views, and formulating policy recommendations on issues of interest and significance to both.

The first two seminars consisted of meetings with the secondary sector of the fishing industry. The third seminar was designed to bring together people from the primary fishing industry in British Columbia and federal government representatives. This, the fourth seminar, which was intended to be along similar lines to the West Coast meeting, was designed to bring together fishermen from the Atlantic Provinces and Quebec and people from the federal government to discuss and make recommendations on fisheries policy issues.

The series of seminars were arranged because of the growing realization that the development of effective national policies for fisheries can only be achieved by taking into account the views, interests, and aspirations of those who will be most vitally affected by their implementation.

This seminar, whose setting was informal to encourage open, frank, and mutually beneficial discussion specifically sought the views and policy development suggestions from fishermen on the following subjects:

- (a) international fishery resource management, (Section 1);
- (b) manpower in the fisheries industry, (Section 2).

The summary of all views on these subjects is to be found at the end of the respective sections of the report. These summaries are provided in both languages.

A noteworthy outcome of this seminar was the recommendation from fishermen that another similar meeting be held prior to the Law of the Sea Conference in December, 1973. The purpose would be to provide fishermen with the opportunity to examine in more depth some of the issues raised at this seminar and to make their views known to the federal government on major fisheries policy issues prior to its participation in the Law of the Sea Conference. Mr. Lucas committed the Fisheries and Marine Service to holding such a seminar in early Fall. (See Page 68.)





## INTRODUCTION

En 1972, les services de pêche fédéraux ont entrepris une série de séminaires destinés à réunir les gens de l'industrie de la pêche et les représentants du gouvernement fédéral en vue d'examiner des questions d'intérêt commun ainsi que d'échanger des points de vue et de proposer des politiques à leur sujet.

Les deux premiers séminaires ont consisté en réunions avec le secteur secondaire de l'industrie de la pêche. Le troisième séminaire visait à réunir les gens de l'industrie primaire de la pêche en Colombie-Britannique et les représentants du gouvernement fédéral. Le présent séminaire, c'est-à-dire le quatrième, organisé comme celui de la côte ouest, était destiné à réunir les pêcheurs des provinces Atlantiques et du Québec et les représentants du Gouvernement fédéral, pour leur permettre d'exprimer leur point de vue et de formuler des recommandations sur les questions de politique de pêche.

Ces séminaires ont été convoqués parce que l'on se rend de plus en plus compte que la mise au point d'une politique nationale efficace en matière de pêches doit tenir compte des points de vue, des intérêts et des aspirations de ceux qui seront le plus directement touchés par sa mise en oeuvre.

Le présent séminaire, réunit dans un cadre non officiel en vue d'encourager des discussions libres, franches et mutuellement utiles, avait spécialement pour objet de recueillir des idées et les recommandations de politique des pêcheurs sur les sujets suivants:

- (a) gestion des ressources internationales des pêches  
(Section 1)
- (b) main-d'oeuvre dans l'industrie des pêches  
(Section 2)

Le résumé de tous les points de vue exprimés sur ces sujets se trouve à la fin des sections respectives du rapport. Il est fourni dans les deux langues.

Fait à signaler, les pêcheurs ont recommandé qu'une réunion similaire soit tenue avant la Conférence sur le droit de la mer, qui doit se tenir en décembre 1973. L'objectif de cette réunion serait de fournir aux pêcheurs la possibilité d'examiner de façon plus approfondie certaines des questions soulevées au présent séminaire et de faire connaître au gouvernement fédéral leur point de vue sur les grandes questions de politique des pêches avant qu'il ne participe à la Conférence sur le droit de la mer. M. Lucas a engagé le Service des pêches et sciences de la mer à tenir ce séminaire au début de l'automne. (Voir page 68).



## AGENDA





A G E N D A

Government/Industry Policy Development Seminar

Imperial Ball Room, Lord Nelson Hotel  
Halifax, N. S.

April 4 - 5, 1973

Wednesday, April 4

A.M.

Opening Remarks

- Ken Lucas  
Senior Assistant Deputy  
Minister  
Fisheries and Marine  
Department of the Environment

Topic 1 - "International Fishery  
Resource Management"

- Lead-off Speaker
  - Bob Martin  
Director-General  
Program Integration  
and Development Branch  
Fisheries and Marine  
Department of the Environment
- General Discussion of  
Topic 1
  - All Participants
- Working Group Discussions  
(Session 1)
  - Chairmen, Members  
Working Groups

P.M.

- General Session -  
Presentation of Working  
Group Reports on Selection  
of Topics for Discussion
  - Chairmen  
Working Groups





- Working Group Discussions  
(Session 2)
- Presentation of Working  
Group Recommendations

- Chairmen, Members  
Working Groups
- Chairmen  
Working Groups

Reception - 6:30 p.m.

Thursday, April 5

A.M.

- Concluding Summation on  
Topic 1 by Rapporteurs

- Bill MacKenzie  
Director  
Strategic Planning  
Fisheries and Marine  
Department of the Environment
- Lou Theriault  
Fisherman, Nova Scotia

Topic 2 - "Manpower in the Fisheries  
Industry"

- Lead-off Speaker
- "Manpower Training"  
Summary Report
- General Discussion of  
Topic 2
- Working Group Discussions  
(Session 3)
- General Session -  
Presentation of Working  
Groups on Selection of  
Topics for Discussion

- Bill MacKenzie
- Bill Stewart  
Director-General  
Atlantic Region  
Department of Manpower  
and Immigration
- All Participants
- Chairmen, Members  
Working Groups
- Chairmen  
Working Groups

P.M.

- Working Group Discussions  
(Session 4)

- Chairmen, Members  
Working Groups



- Presentation of Working Group Recommendations
- Concluding Summation on Topic 2 by Rapporteurs
- Chairmen Working Groups
- Bill MacKenzie
- Bill Moulton  
Canadian Brotherhood of Railway, Transport and General Workers

Adjourn  
6:00 p.m.

Secretary





ORDRE DU JOUR

Séminaire mixte Etat-Industrie d'élaboration de politiques

salle de bal Impérial, Hôtel Lord Nelson  
Halifax, (N.E.)

4-5 avril, 1973

Mercredi, le 4 avril

Matin

Allocution d'ouverture

-M. Ken Lucas  
Sous-ministre adjoint principal  
Pêches et sciences de la mer  
Ministère de l'Environnement

Thème 1 - "Gestion des pêches  
internationales

- Présentation du sujet

-M. Bob Martin  
Directeur général  
Intégration et élaboration des  
programmes  
Pêches et sciences de la mer  
Ministère de l'Environnement

- Discussion générale du  
thème 1

-tous les participants

-Travaux des groupes de  
travail  
(Séance no. 1)

-Présidents et membres des groupes  
de travail

Après-midi

-Séance générale  
Présentation des rapports des  
groupes de travail sur le  
choix des sujets de discussion

-Présidents des groupes de travail

-Discussions des groupes de  
travail  
(Séance no. 2)

-Présidents et membres des groupes  
de travail



-Présentation des recommandations des groupes de travail

-Présidents des Groupes de travail

Réception - 18h30

Jeudi, le 5 avril

Matin

-Conclusions des rapporteurs sur le thème 1

-M. Bill MacKenzie  
Directeur  
Planification stratégique  
Pêches et sciences de la mer  
Ministère de l'Environnement

-M. Lou Thériault  
Pêcheur, Nouvelle-Ecosse

Thème 2 -"La main-d'oeuvre dans l'industrie de la pêche"

-Présentation du sujet

-M. Bill MacKenzie

-"Formation de la main-d'oeuvre"  
Sommaire

-M. Bill Stewart  
Directeur général  
Région Atlantique  
Ministère de la Main-d'oeuvre  
et Immigration

-Discussion générale du thème no. 2

-Tous les participants

-Discussions des groupes de travail (Séance no. 3)

-Présidents et membres des groupes de travail

-Séance générale -  
Présentations des groupes de travail sur le choix des sujets de discussion

-Présidents des Groupes de travail

Après-midi

-Discussions des groupes de travail  
(Séance no. 4)

-Présidents et membres des groupes de travail





-Présentation des recommandations des groupes de travail

-Récapitulation des rapporteurs sur le thème 2

-Présidents des Groupes de travail

-M. Bill MacKenzie

-M. Bill Moulton  
Fraternité canadienne  
des cheminots, employés des  
transports et autres  
ouvriers

Ajournement  
18 h

Secrétaire



## OPENING REMARKS





## OPENING REMARKS

Ken Lucas  
Senior Assistant Deputy Minister  
Fisheries and Marine Service

---

Gentlemen,

Welcome to the meeting. This meeting is given the name of a Government/Industry Policy Development Seminar. I realize it sounds pretty stuffy, but what it really is, is a meeting which has been arranged because we who work for the national government - as opposed to government people - want to discuss with one of our most important clients, namely the fishermen, the people who go out and catch the fish, some of the major policies or issues that are of most concern to all of us. It really is then a meeting between fishermen and government administrators to explore and discuss some of the current policy issues and problems in the fisheries area that are facing our country. The reason for calling the meeting is that we think that in the past there has not been enough discussion between the client (that is, the fisherman) and government.

What really are the fisheries issues and what should we be doing about them? It seems to me in the past that government has decreed, from on high, what the problem was and what should be done about it. Everyone else was expected to go along with what was decided. But, more and more in our society - a sometimes fast changing society - people are questioning whether governments, in general, are consulting enough with their clients before making final decisions. I think the same is true in the areas of concern to you. We probably haven't been letting you know what our plans and thinking are and, moreover, haven't been involving you in testing our policies to see if they are the right ones or what others might be better. More and more, however, there is a very positive trend for greater participation in the decision-making process by those who are most directly affected by it. This meeting is part of that process. We are not under any orders to hold this seminar; we feel it is a valuable thing to do - and by this I mean valuable to both of us.

To go back a bit, early last year, the people in charge of federal fisheries programs recognized that much was to be gained by consulting with the various kinds of clients we have. This includes the primary fishing industry people, that is, yourselves, people in the processing industry, the general public and special clients in aquaculture. A series of four meetings of this type were held. Two were with what we call the secondary industry, that is the people who buy the fish



from you - the processing sector. These meetings were held last year and some issues of interest to them were discussed. This included international fishery resources, national fisheries regulations, marketing and manpower. The reading I got from some of the federal people here today who attended the meetings was that they weren't overly successful, perhaps because the secondary industry people were reluctant to open up and because too many subjects came up for discussion - but it was a start.

The third meeting in the series, and the first one I attended was held with fishermen on the West Coast last January. I was called upon to chair the meeting and I thought it was very successful, not because I chaired it, but because we found people there who were willing to discuss their opinions on fisheries policy. There were 15 fishermen and 15 government people at the meeting and it was our experience that the fishermen opened up pretty fast. They had lots on their mind and they sure wanted to tell us about it. It was a three-day meeting and we discussed three topics. These were international fishery-resource management, national fisheries regulations and manpower in the fisheries industry. We found that mixing the three topics together was too much but there were excellent things to talk about and we want to go back for another meeting.

We also learned that we had too many government people in proportion to fishermen. Even though the ratio was one to one, the government people tended to dominate. It was because of the lessons learned at that meeting, that we decided to get a better balance by having a ratio of two fishermen to one government representative. While this meeting is the fourth in the series, we think there is a need for more meetings as a regular occurrence. However, we look to your guidance on whether you would like to do this and how you would like to go about it.

I am optimistic that we are going to have a very useful and successful discussion today and tomorrow. As I said, our purpose is not to give you a "snow job" on what we think our policies should be and get you to agree to them. What we are trying to do is put some important areas of policy before you and ask you to join with us in trying to find answers to them.

Each of you has not been selected to come to this meeting to represent an organization, province or special interest. Instead, you have been selected to attend on the basis of your knowledge and experience as an individual and your feeling for the problems that are facing us. I am sure we could fill this room with many more fishermen who have much to contribute but one has to start somewhere and we have started with you gentlemen as a representative cross-section of the Atlantic Region. You may not know it but you come from five provinces. We have fishermen from Quebec, Prince Edward Island, New





Brunswick, Nova Scotia and Newfoundland. We have invited 3 from Quebec, 3 from Prince Edward Island, 4 from New Brunswick, 7 from Nova Scotia, and 7 from Newfoundland. We also have 12 federal government people, so altogether we number just under 40. You are here not only from a variety of geographical regions but you also represent the various fisheries. Some of you are from distant-water fisheries, some are from offshore fisheries, while others are from inshore fisheries or lobster fisheries, shell fisheries, etc. There is even a displaced salmon fisherman here. So you can see that we have tried to bring together a good cross-section of people.

I'd like to thank you for taking two days out of your valuable time. With respect to this meeting, what I would like to do is put a manager's hat on each of your heads and have you play the part of a member of a team that is managing fisheries. In this role, the sort of question you would undoubtedly want to come to grips with is what should we be doing about fisheries management or in other words, what should our policies be? As members of that team we, in this room, are all equals so let's tackle the problems.

From the standpoint of the topics we will be discussing, the first one is International Fishery Resource Management. I think we are living in the decade of big international decisions in fisheries and we want to know what is happening to our fisheries, particularly in light of the options and initiative that are available to other countries. We know that there is very little room for further expansion, particularly in our offshore fishing grounds, and this leads to confrontation with other nations. There are a number of things happening, however, which will decide where we are going in the future. One of the most important of these, in the short term, is that the International Commission for Northwest Atlantic Fisheries (ICNAF) has now taken steps to lay down some ground rules which are starting to change the name of the game. It is now, in fact, starting to limit catch to a quota system. This is the first time ever that this has been done and the question we have to ask ourselves is, is it good or bad?

In other areas, Canada has started to extend its control seaward and the 12-mile limit is already established. We have also established fishing closing lines around the Gulf of St. Lawrence and Bay of Fundy. You might consider these things to be small, but in fact they are important trends and ones in which Canada is taking world lead. The questions we have to ask ourselves, in this regard, are what do the steps we are taking mean and where are they taking us? Does it mean making ourselves more competitive to keep ourselves in business off our coasts?



The most important development in terms of our future, however, is the Law of the Sea Conference which will commence in December. At this conference, international rules, which will have a very significant effect on Canadian fisheries, will be developed. The reason that it is so important is that the position we take at the conference and the kind of policies we advocate could mean the difference between life and death for our fisheries. We are now in the policy development stage for the Law of the Sea Conference and in this process we are looking to groups such as yourselves to provide advice which will influence what our policy statements should be.

Related to the question of our over-all strategy for the Law of the Sea is the matter of how we are going to organize ourselves for some of the decisions giving Canada a bigger share of the fisheries that might come out of it. For example, how are we going to take advantage of these fisheries for our own benefit. This brings us to the whole question of what kind of fishery regulations or regulatory policies we might have to take advantage of the stocks we will have control of. The whole issue, therefore, of overcrowding of equipment and manpower in the fisheries industries which are affecting the livelihood of fishermen and the return on capital investment for our fishermen and fishing companies is an obvious follow-up question.

Some of these questions will be discussed, particularly in our session tomorrow on manpower policy. Do we, for example, want to have limitation of entry of people into the fisheries? How are we going to control this entry? If we have a fishing potential of \$500 million off our shores, are we going to use that \$500 million resource for the benefit of a few or for everybody? If it is for everybody, what will that mean? Will people in fact be able to maintain themselves in the fishery if we don't have restricted entry?

There are a lot of other manpower issues which not only relate to the Law of the Sea but to the whole question of employment, training, adapting our technology, and so forth.

I would like to state my philosophy once more and that is that government does not control the fishing system; government is only part of a broader system which includes fishermen, fish processors and all of the people who make their living in the fisheries or engage in fisheries for recreational purposes. Therefore, we have to presently sit down and make plans for how we want to manage this resource. Clients and managers of resources have to have common objectives. If we manage resources for our own particular purposes and they don't happen to be the same purposes as yours, we aren't likely to go anywhere. The role of government here is to act as a catalyst, to be the "broker", to take the responsibility for making sure that plans are made - and to make sure those plans are drawn up in consultation with the





clients. Once we agree on what the plans should be, and in this regard we won't always have total agreement, but as long as we have majority agreement, we will all be able to make better plans for ourselves.

I hope that we will be able to establish an atmosphere of confidence and informality which will permit a free and full exchange of ideas. To enhance informality and free expression of opinion, we will adopt the principle of not keeping formal minutes of discussion. In this same regard, consideration had been given to inviting the press to sit in on the meeting, but it was felt that their presence could inhibit the type of open discussions we are trying to achieve. However, any who wish to do so, should feel free to discuss with the press anything we have talked about during the seminar.

Working groups will be made up of approximately six industry and three government representatives. The chairman of each working group should: be appointed by the working group; be from industry; be responsible for final editing of any statements of the working group to the plenary sessions, or delegate one of his group to do so. The secretary for the working group can be from the federal government. Here, I would suggest to those who will be acting as chairman that it might be an excellent opportunity to really make your federal secretaries work for you. They may make the presentation to the plenary meeting, if that is what you want. Whether or not you do this, the secretaries are responsible for taking whatever notes are required for the guidance of the group and for the preparation of the statements which are required for the plenary sessions.

With the concurrence of the meeting, two rapporteurs will be appointed for each topic - one from government and one from the fishing industry. They will be responsible for preparing a final statement which summarizes the views of the various working groups. This concluding summation will be presented at the end of each topic. For the first topic on International Fishery Resource Management, Bill MacKenzie from the federal side has agreed to volunteer to be a rapporteur and Lou Thériault has volunteered to be the other.

Thank you, gentlemen. I am looking forward enthusiastically to these next two days of discussions, and I am optimistic that they will be frank, open, and fruitful.





## ALLOCUTION D'OUVERTURE

de M. Ken Lucas  
Sous-ministre adjoint principal  
Service des pêches et sciences de la mer

---

Messieurs,

Nous vous souhaitons la bienvenue à cette rencontre. Son nom de séminaire mixte Etat-Industrie d'élaboration de politiques peut paraître passablement pompeux, mais il s'agit en fait d'une réunion organisée pour que nous, qui travaillons pour le gouvernement national - ne pas confondre avec les représentants élus - puissions discuter avec l'un de nos clients les plus importants, c'est-à-dire le pêcheur, celui qui attrape le poisson, de certaines politiques ou questions importantes qui nous intéressent tous au premier chef. Il s'agit donc d'une réunion de pêcheurs et d'administrateurs publics qui veulent explorer et examiner ensemble des questions de politique et des problèmes de pêche qui se présentent actuellement au pays. Nous avons convoqué la réunion car nous pensons que par le passé il n'y a pas eu assez de discussions entre le client (c'est-à-dire le pêcheur) et le gouvernement.

Quels sont les problèmes qui se posent en matière de pêche et que doit-on faire pour les résoudre? Il me semble que par le passé, le gouvernement décrétrait d'office que le problème était telle chose et qu'il fallait faire telle chose pour le régler. Tous les autres n'avaient qu'à s'y conformer. Mais, de plus en plus dans notre société - qui parfois évolue rapidement - les gens se demandent si les gouvernements en général ont assez de consultations avec leurs clients avant de dire le dernier mot. Il semble qu'il en soit de même dans les domaines qui vous intéressent. Nous ne vous avons probablement pas fait savoir quels sont nos projets et notre façon de voir et, en outre nous ne vous avons pas fait participer à la mise à l'essai de nos politiques afin de voir si elles sont satisfaisantes ou s'il en est d'autres qui pourraient être meilleures. Toutefois, il se manifeste de plus en plus une tendance très positive en vue d'une plus grande participation au processus d'élaboration des décisions de la part de ceux qui sont le plus directement intéressés. La présente réunion fait partie de ce processus. Nous n'avons pas reçu des ordres pour tenir le présent séminaire; simplement nous pensons qu'il valait la peine d'être organisé et je veux dire par là qu'il est utile aux deux parties.

Au début de l'année dernière, les responsables des programmes fédéraux en matière de pêche se sont rendus compte



qu'il y avait beaucoup à gagner à consulter nos diverses espèces de clients. Par exemple l'industrie primaire de la pêche, c'est-à-dire vous, et enfin les clients spéciaux de l'aquiculture. Il a été tenu une série de quatre réunions de ce genre. Deux concernaient ce que nous appelons l'industrie secondaire, c'est-à-dire ceux qui vous achètent le poisson - le secteur de la transformation. Ces réunions ont eu lieu l'année dernière et certaines questions présentant de l'intérêt pour ces branches ont été discutées. Ces questions comprenaient les ressources internationales dans le domaine des pêches, la réglementation nationale des pêches, la commercialisation et la main-d'oeuvre. Certains employés fédéraux qui sont ici aujourd'hui et qui y ont assisté m'ont indiqué qu'à leur avis ces réunions n'avaient pas eu trop de succès, peut-être parce que de trop nombreux sujets ont été abordés - mais c'était un début.

La troisième réunion de la série, la première à laquelle j'ai assisté, avait été organisée en janvier dernier avec les pêcheurs de la côte ouest. Il m'a été demandé de présider la réunion et je pense qu'elle a porté ses fruits, non parce que je la présidais mais parce qu'il s'y est trouvé des personnes disposées à exprimer leur opinion sur la politique relative aux pêches. On y a compté 15 pêcheurs et 15 représentants de l'administration et nous avons constaté que les pêcheurs consentaient très rapidement à exposer leurs points de vue. Des tas de choses les préoccupaient et ils n'ont pas hésité à nous en parler. La réunion a duré trois jours et nous avons abordé 3 thèmes de discussion, à savoir la gestion des ressources internationales des pêches, la réglementation des pêches nationales et la main-d'oeuvre dans l'industrie de la pêche. Nous nous sommes aperçu que le mélange des trois thèmes était trop ambitieux, mais il y a eu d'excellents sujets de discussion et nous désirons organiser une autre réunion.

Nous avons également appris que nous avions trop de fonctionnaires par rapport aux pêcheurs. Même en nombre égal, les représentants de l'administration tendaient à dominer. C'est la leçon de cette réunion qui nous a décidés à chercher un meilleur équilibre avec deux pêcheurs par fonctionnaire. Si la présente réunion est la quatrième de la série, nous pensons qu'il est nécessaire d'en organiser d'autres à intervalle régulier. Toutefois, nous aimerions savoir si vous désirez qu'il en soit ainsi et connaître la façon dont vous souhaiteriez procéder.

J'ai bon espoir que nos discussions d'aujourd'hui et de demain seront très fructueuses. Comme je l'ai précisé, notre objectif n'est pas de vous faire de la propagande en faveur de solutions que nous aurions imaginées, pour vous amener à les accepter. Ce que nous essayons de faire est de vous présenter





quelques sujets importants de politique et de vous demander d'essayer avec nous d'y trouver des réponses.

Vous n'avez pas été choisis pour représenter à cette réunion un organisme, une province ou un intérêt particulier. Au contraire, vous avez été choisis en raison de vos connaissances et de votre expérience propres, et de vos sentiments à l'égard des problèmes auxquels nous devons faire face. Je suis certain que nous pourrions remplir cette salle d'un grand nombre d'autres pêcheurs dont la collaboration serait très utile, mais il y a un commencement à tout et vous consituez, Messieurs, un échantillon représentatif de la région atlantique. Peut-être l'ignorez-vous, mais vous provenez de cinq provinces. Nous avons invité 3 représentants du Québec, 3 de l'Ile-du-Prince-Edouard, 4 du Nouveau-Brunswick, 7 de la Nouvelle-Ecosse et 7 de Terre-Neuve. Nous avons des pêcheurs du Québec, de l'Ile-du-Prince-Edouard, du Nouveau-Brunswick, de la Nouvelle-Ecosse et de Terre-Neuve. Nous avons également 12 représentants de l'administration fédérale, ce qui fait au total près de 40 personnes. Vous représentez des régions géographiques diverses, mais aussi les diverses pêches. Certains d'entre vous pratiquent la pêche dans des eaux intérieures, ou s'occupent de pêche au homard, au coquillage, etc. Il y a même ici un pêcheur de saumon déplacé. Vous pouvez donc constater que nous avons essayé de rassembler un groupe bien représentatif.

Je tiens à vous remercier de nous avoir consacré deux jours de votre temps. Pour la présente réunion, je désirerais que vous essayiez de vous mettre chacun dans la peau d'un directeur, de vous considérer comme les membres d'une équipe chargée de gérer les pêches. Dans ce rôle, le genre de question que vous désireriez très certainement aborder a trait à ce qu'il aurait lieu de faire dans la gestion des pêches ou, en d'autres termes, quelle devraient être nos politiques. A ce titre nous sommes tous ici égaux; attaquons donc les problèmes.

Le premier des thèmes que nous discuterons concerne la gestion des ressources internationales de la pêche. Je crois que dans l'actuelle décennie, d'importantes décisions internationales seront prises à l'égard des pêches et nous désirons savoir ce qui va arriver à nos pêches, surtout si l'on tient compte des options et initiatives dont jouissent les autres pays. Nous savons qu'il reste très peu de possibilités d'expansion nouvelle, en particulier dans les zones de pêche du large et ceci amène à une confrontation avec les autres pays. Il se produit toutefois un certain nombre d'événements qui décideront de notre avenir. A court terme, l'un des plus importants de ces événements réside dans le fait que la Commission internationale pour les services de pêche du Nord-Ouest de l'Atlantique a entrepris de poser certaines règles fondamentales qui commencent à changer la figure des choses. Elle commence comme vous le voyez





en fait à contingentier les prises. C'est la première fois qu'une telle chose se produit et la question que nous devons nous poser est de savoir si le système est bon ou mauvais.

Dans d'autres domaines, le Canada a commencé à étendre son contrôle vers le large et la limite de 12 milles a déjà été établie. Nous avons également établi des lignes de fermeture des pêches en travers du golfe du Saint-Laurent et de la Baie de Fundy. On peut penser qu'il s'agit là de choses assez insignifiantes, mais elles marquent en fait des tendances importantes pour lesquelles le Canada joue le rôle de chef de file au plan mondial. On doit se demander à ce sujet ce que signifient ces mesures et où elles nous mènent. Signifient-elles que nous nous rendons plus compétitifs pour exercer nos activités au large de nos côtes? En ce qui concerne notre avenir, l'événement le plus important sera constitué par la Conférence sur le Droit de la mer qui débutera en décembre. C'est lors de cette conférence que seront mises au point les règles internationales qui auront des répercussions très notables sur les pêches canadiennes. La raison d'une telle importance réside dans le fait que la position que nous adopterons à cette conférence et le genre de politiques que nous préconiserons pourraient décider de la survie ou de la disparition de nos pêches. Nous sommes actuellement au stade de la définition des politiques en prévision de la Conférence sur le Droit de la mer et nous demandons à des groupes comme le vôtre des conseils qui influenceront nos énoncés de politique.

Parallèlement à notre stratégie globale vis-à-vis du Droit de la mer, il faut penser à la façon dont nous allons nous organiser relativement à certaines décisions éventuelles qui pourraient accorder au Canada une part plus importante des pêcheries. Par exemple, comment allons-nous user de ces pêcheries à notre propre profit? Quel genre de réglementation ou de régime faudra-t-il adopter pour l'exploitation des espèces de poissons qui seront sous notre contrôle? Cela pose la question du suréquipement des industries de la pêche de matériel et en hommes, qui menace les revenus du pêcheur et le rendement des capitaux investis par nos pêcheurs et sociétés de pêche.

Certaines de ces questions seront discutées, en particulier lors de notre séance de demain sur la politique des effectifs. Désirons-nous par exemple limiter l'accès des personnes à la profession? Comment allons-nous procéder à cette fin? Si nous disposons d'un potentiel de pêche de \$500 millions au large, allons-nous utiliser ce capital de \$500 millions au profit de quelques-uns ou de tous? Qu'est-ce que cela voudra dire? Est-ce qu'on pourra gagner sa vie à la pêche si l'accès à la profession est ouvert à tout le monde?

Il existe un grand nombre d'autres questions d'effectifs qui se rapportent non seulement au plan du Droit de la mer



mais qui concernent aussi bien le domaine de l'emploi, la formation de la main-d'oeuvre, l'évolution technologique, etc.

Je désirerais préciser une fois de plus ma philosophie. Ce n'est pas le gouvernement qui gère l'activité du pêcheur; le gouvernement fait uniquement partie d'une organisation plus large qui englobe les pêcheurs, les usines et toutes les personnes qui tirent leur substance de la pêche ou qui la pratiquent à des fins récréatives. En conséquence, il faut donc prendre la peine d'élaborer des plans sur la façon dont nous désirons gérer cette ressource. Les clients et les administrateurs des ressources doivent avoir des objectifs communs. Si nous gérons nos ressources en vue de nos propres objectifs particuliers, et que ces objectifs ne sont pas les mêmes que les vôtres, nous n'aboutirons à rien. Le rôle du gouvernement est ici de jouer un rôle de catalyseur, d'intermédiaire, de s'assurer que les plans sont élaborés et qu'ils sont établis en consultation avec les clients. Lorsque nous serons d'accord sur le but à atteindre nous ne serons jamais tous d'accord mais il suffit que nous le soyons en majorité - nous serons en mesure d'élaborer de meilleurs projets.

J'espère que nous serons en mesure de créer une atmosphère confiante, détendue, qui permettra un échange libre et complet d'idées. Pour renforcer cette ambiance détendue et la libre expression des opinions, nous ne dresserons pas de procès-verbal des discussions. A cet égard, on avait envisagé d'inviter la presse à la réunion mais on a estimé que sa présence pourrait gêner la libre discussion que nous essayons de réaliser. Bien entendu, quiconque le désire est libre de discuter avec la presse de n'importe lequel des sujets abordés durant le séminaire.

Les groupes de travail seront composés d'environ six représentants de l'industrie et de trois représentants de l'administration. Le président de chaque groupe de travail devra être choisi par le groupe de travail parmi les représentants de l'industrie; il aura la charge de mettre au point les déclarations du groupe aux séances plénières, ou de désigner une personne de son groupe à cet effet. Le secrétaire du groupe de travail peut appartenir à l'administration fédérale. Je suggère aux présidents que ce serait une excellente occasion pour eux de faire travailler leurs secrétaires de la fonction publique. Si vous le désirez, ils peuvent présenter l'exposé à la réunion plénière. Que vous adoptiez cette solution ou non, il incombe aux secrétaires de prendre toutes les notes exigées pour guider le groupe et de préparer les déclarations qui sont exigées pour les séances plénières.

Avec l'assentiment de l'assemblée, deux rapporteurs seront nommés pour chaque thème de discussion; l'un appartiendra à l'administration et l'autre à l'industrie. Il leur incom-



bera de préparer une déclaration finale qui résumera les points de vue des divers groupes de travail. Cette récapitulation sera présentée à la fin de chaque thème de discussion. Pour le premier thème relatif à la gestion des ressources internationales de la pêche, Bill MacKenzie s'est présenté volontairement pour être rapporteur du côté fédéral et Lou Thériault s'est porté volontaire pour représenter l'autre partie.

Je vous remercie, Messieurs. J'attends avec impatience les discussions de ces deux prochains jours et j'espère qu'elles seront franches, ouvertes et fructueuses.







## **SECTION 1**

### **INTERNATIONAL FISHERY RESOURCE MANAGEMENT**



**INTERNATIONAL FISHERY RESOURCE MANAGEMENT**

**INTRODUCTION BY BOB MARTIN**



## INTERNATIONAL FISHERIES RESOURCE MANAGEMENT

Introduction by Bob Martin  
Director-General  
Program Integration and Development  
Fisheries and Marine Service

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### Introduction

I have prepared for you, a five-page summary of Professor Parzival Copes' background document and therefore do not propose to present a verbal summary of his paper. (See Annex C1, page 77). Instead, I thought it would be more appropriate as an introduction to our discussion to talk about the problem of international fisheries as I see it, to outline some of the actions that Canada is taking to deal with the problem, and finally to provide some indication of the future as I see it.

The emphasis in this particular seminar, of course, will be on the Northwest Atlantic which is, after all, one of the most important fishing areas in the world. It is also one of the most complex and one that we should try to understand.

### The Problem

About six weeks ago, in Vancouver, Canada hosted an international conference on fisheries management, sponsored by the U. N. Food and Agriculture Organization (FAO). Fifty-nine countries were represented and the total delegates numbered approximately 370. Canada was represented by a fairly large delegation. The Conference dealt with world-wide fishery management problems and with problems as they applied to particular regions, including the North Atlantic. It was quite apparent from the discussions that fishery management is a very serious matter throughout the world. In the last 20 years, the total international catch has tripled from approximately 20 million metric tons to around 67 million. The best information available from world experts is that the catch can't go any higher than approximately 100 million metric tons. We are approaching the ceiling fairly rapidly for the species that we have been traditionally fishing. The total catch could go higher if some of the smaller species, such as krill in the Antarctic, or deep water grenadiers were exploited. In general, however, we are approaching a ceiling.

This overfishing is accompanied by overcapitalization. Fleets are too large for efficient exploitation of the available





resources. Off Peru, for example, the available anchovies are harvested in one month and this is inefficient utilization of the resource.

I think that you are all aware of the changes that take place as fishing intensity increases - fish get smaller in size as they get scarcer and the amount of fish it is possible to catch annually becomes less per boat or per man. Additionally, as fish sizes decline fishermen respond by fishing harder for more species and stocks of species and by adopting more efficient gear. The net result of this process is that annual yields become unstable and decline. Throughout the world, as in our own area, many are aware that fisheries management is a real issue, a very important one, and one that we have to face up to in a responsible way. People tend to think of solutions to the problem in terms of management and regulations and how they apply to others, e.g. our inshore fishermen are concerned about the impact of offshore fleets and our offshore fishermen criticize foreign fisheries. However, it boils down to the fact that all are going to have to accept a major responsibility in facing up to the problem. Coastal fisheries have a long-term advantage, but in the short haul they can't cope with the rapid changes.

To assist in providing background perspective on the situation, paired charts<sup>1</sup> which indicate trends in total catches by major species for some important areas in the Northwest Atlantic are placed around the room. These areas are Greenland, Labrador, Newfoundland, Gulf of St. Lawrence, Nova Scotia and Bay of Fundy, and George's Bank. I will briefly point out the highlights of these charts, and invite you to look at them in greater detail at your leisure during the seminar.

### Solutions

In dealing with the question of actions that have to be taken to deal with the over-all problem, the solutions aren't simple. On the one hand we have to avoid "gun boat" approaches in dealing with international problems and since a large proportion of our catch is exported we must also avoid creating barriers to export trade. On the other hand, we have to be aggressive on all fronts in international negotiations and in our "trade-offs" with other countries so that we are in the most advantageous position. In terms of solutions to our problems, we are taking three general approaches: unilateral, bilateral, and multilateral.

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1 Due to problems of reproduction, the charts are not included in this report.



### Unilateral Approaches

Unilateral actions are the least desirable approaches to the problems of international fisheries in that they may lead to undesirable confrontations and retaliations. Moreover, such actions can be successful only if you have the sympathy of most nations. Canada has been among the most successful of nations who have taken this approach. One of the main reasons for this has been our willingness to soften the impact on other nations by allowing a phasing out of their interests.

Canada suggested at the 1958 and 1960 Law of the Sea Conferences that a 12-mile territorial sea was required at the time, but what was essential was to accord to coastal states fisheries jurisdiction out to 12 miles. This was the origin of the Canadian "three plus nine formula" (i.e., a three mile territorial sea and a nine-mile exclusive fishing zone). The proposal failed by one vote to become accepted at the 1960 second Law of the Sea Conference as a rule of international law. Following the failure of that conference to extend fisheries jurisdiction beyond three miles from shore, Canada unilaterally established, in 1964, a nine-mile Exclusive Fishing Zone adjacent to its pre-existing three-mile territorial sea. It also laid down headland to headland baselines for determining it. In 1970, we extended our territorial sea to 12 miles and in addition established several Exclusive Fishing Zones. The net result of the action taken in 1964 was that it prevented several nations from establishing "traditional" fishing rights in the 12 mile zone. A series of bilateral negotiations were held with affected countries subsequent to the 1970 declarations. As a result of these, the only countries that will be fishing in our territorial sea and exclusive fishing zones by 1978 will be the U.S.A. and France.

### Bilateral Approaches

In addition to the bilateral agreements with a number of European countries, such as Norway, Denmark, Britain, Portugal and Spain, with respect to fisheries phasing out agreements, we have pursued this approach with other countries directly and through Commissions. Examples of these are our bilateral fisheries agreements with the U.S.S.R. and U.S.A. which are designed to balance our interests with these countries.

### Multilateral Approaches

As a means of protecting our own interests while at the same time protecting the adjacent fisheries resources on which we and other countries depend, we are pursuing an active role in international fisheries commissions. The most important of these are the International Commission for Northwest Atlantic Fisheries





(ICNAF), International Whaling Commission (IWC), International Commission for the Conservation of Atlantic Tuna (ICCAT), Inter-American Tropical Tuna Commission (IATTC). International Fisheries Commissions, established on a regional basis and comprising both coastal and distant-water fishing states, provide a forum for cooperation and consultation and, in particular, a most useful mechanism for the collection, presentation and analysis of the statistical and biological data required for management purposes. ICNAF plays an important role in this regard, particularly as it relates to such aspects as catch statistics, research, mesh regulations, the establishment of quota regulation of stocks and the national allocation of quotas. In ICNAF, we have recently been able to attain significant advantages for Canadian Fisheries. As of 1973, a number of Northwest Atlantic fish stocks will be under over-all quota control with shares allocated on a country-by-country basis. The Canadian share will include an "off the top" 10 per cent preference for our fisheries. However, it may be a case of too little, too late.

### Future

The problems of increasing utilization of fisheries and other resources of the oceans and increasing threats of marine pollution require that worldwide attention must be given to the future use of the sea and its resources. In this regard, the United Nations and its specialized agencies have an important role to play. The Food and Agriculture Organization's Committee on Fisheries (COFI), as one of these agencies, deals actively with fishery problems on a worldwide basis. As one example of its activities, the Vancouver FAO Fisheries Technical Conference, which incidentally was organized as a result of Canadian initiatives within the U. N. Seabed Committee and the FAO Committee on Fisheries, is expected to contribute materially to the technical base for future marine fisheries management and development of international fisheries law. As another important vehicle, the U. N. Conference on the Human Environment held in Stockholm last year focused world opinion on environmental resource issues and this has major implications for both environmental and international fishery problems.

Preparatory meetings for a third Law of the Sea Conference have been underway for some time. The Conference will begin in December, 1973 and will continue in a more substantive second session in April-May, 1974. At preparatory meetings for the Law of the Sea, Canada has played a leading role in advocating the adoption of internationally agreed principles for marine resource and environmental management. Specifically, it has advocated that each coastal state be delegated the authority to manage waters adjacent to its territorial sea for purposes of pollution prevention and control, and for fisheries. This new



authority would be combined with a recognition of the preferential rights of coastal states in the harvesting of adjacent fishing resources.

Much of the Canadian thinking is being reflected in proposals for a broad "economic zone" adjacent to the territorial sea in which coastal states would exercise functional jurisdiction or management for specific purposes. Canada is not advocating ownership but rather the concept it has been suggesting is the "delegation of powers" by the international community to coastal states and the acceptance of the duties of "custodianship" by coastal states in the interests of the international community as a whole. With respect to jurisdictional limits of the broad zone I have just mentioned, the present Canadian practice is to regard the continental margin as the Canadian "shelf" and "slope"; the outer limit being the point where the seaward projection of the continental slope intersects the landward projection of the abyssal plain. (See Figure 1.)

Applying the functional jurisdiction approach to fisheries, we have categorized the marine fish of the world into four groups and have suggested management regimes for these. With respect to sedentary species (e.g., crabs), the 1958 Convention on the Continental Shelf recognizes that the coastal state should exercise exclusive sovereign rights over these species and it is our view that they should continue to be treated this way. On the question of anadromous species, such as salmon, we have said that in principle these should only be harvested by the state of origin. Accordingly, we have proposed a prohibition of high seas fishing as a step toward achieving this end. Our position on the very large categories of coastal species, including all those species whose distribution is related to the continental margin, is that they should be managed by coastal states who would utilize some of them exclusively, and all of them preferentially. Finally, we have advocated that wide-ranging pelagic species, such as tuna and whales, should be managed by international bodies on which interested countries would be represented.

In terms of marine resource and environmental management, an increasing number of countries are beginning to accept the need for a broad "economic zone" or patrimonial sea outside a narrow (12-mile) territorial sea. Many say that this zone should extend to 200 miles from baselines - Canada's position is that it should extend to the continental margin.

With respect to the Law of the Sea Conference, Canada has played a very active role in the long preparatory sessions in New York and Geneva. For the next conference, the final Canadian position for negotiations will be firmed up this Fall. I would stress that we need your input now and again later this year to help in developing our final Canadian position.





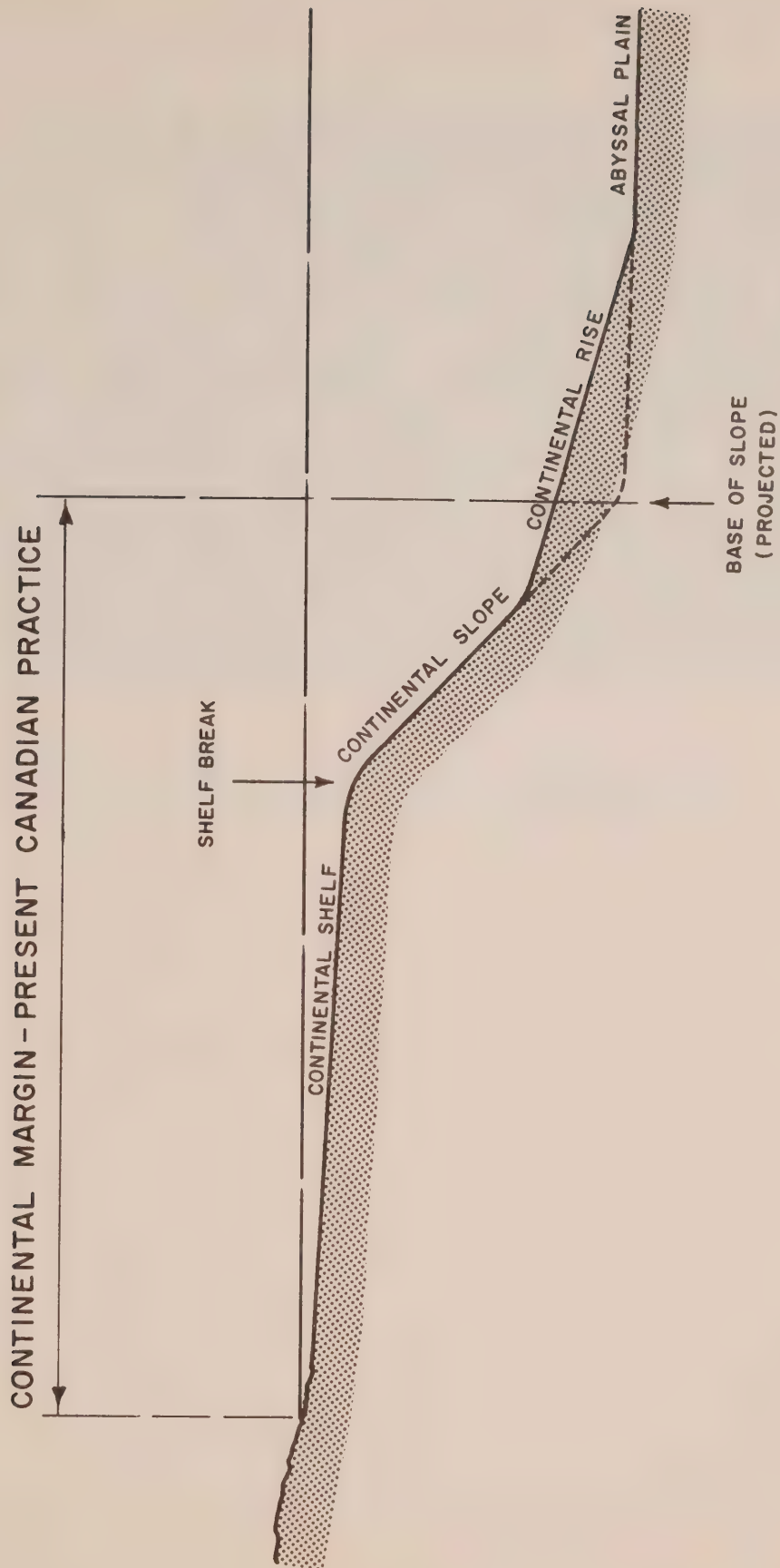


FIGURE 1





To sum up, it is becoming increasingly important to achieve effective fishing management on all fronts. Two problems which we must face in this regard are over-utilization and over-capitalization. With respect to over-utilization, the problem can only be met, in many instances, by convincing other nations to reduce their catches in areas off our shores. To protect our interests will also call for unilateral declarations in specific cases. Similarly, it will call for pursuing active and vigorous bilateral negotiations to ensure that we attain significant advantages for Canadian fisheries. Efforts to solve the many problems will require Canada to continue its attempts to strengthen existing international commissions and make them more responsive to the realities of fisheries management and the special interests of coastal states, recognizing that existing International Fisheries Conventions will eventually need to be rewritten. On the multilateral level, solutions to fisheries management problems will require Canada to pursue an active role through United Nations organizations and especially through the forum of the Law of the Sea Conference. I am optimistic we will be able to achieve successful management of our fishing resources.



## **WORKING GROUP SUMMARY RECOMMENDATIONS**





WORKING GROUP  
SUMMARY RECOMMENDATIONS

INTERNATIONAL FISHERY RESOURCE MANAGEMENT

Introduction

To provide a framework for focusing discussion on the subject of International Fishery Resource Management, 10 issues were initially proposed to participants for consideration. (See Annex D, page 84.)

Selected Topics for Discussion

On the basis of careful consideration of these questions in working groups from the standpoint of relevance, priorities, scope, etc., the following topics were selected for discussion:

1. Optimal Strategy for Canada

Which of the following mechanisms for controlling fisheries represents the best strategy for Canada and why?

- (a) International Management Commissions for specific stocks or regions;
- (b) Regulatory Jurisdiction by the Coastal State(s) concerned;
- (c) Ownership or other form of special harvesting rights for Coastal States; or,
- (d) Something else?

With reference to strategies (b) and (c) above, what "trade-offs" might be involved, that is, what special interests might be adversely affected if a single broad strategy were adopted?

2. Participation by Fishermen in Decision-Making

Has fishermen's participation in decision-making, affecting the resources of concern to them, been adequate up to the present?

If not, how can such participation be made effective and satisfactory?



3. Management Techniques and Gear Conflict

- (a) What are the relative merits of:
  - (i) size limits (mesh regulations, etc.);
  - (ii) season and area closures;
  - (iii) "effort" limitation;
  - (iv) catch quotas?
- (b) What are the causes of gear conflict and how should they be dealt with?

WORKING GROUP SUMMARY RECOMMENDATIONS

1. Optimal Strategy for Canada

Working Group A

- (a) International commissions can recommend to member countries conservation practices for management of renewable resources in selected areas. Agreements by members are on a voluntary basis. Commissions have no power of enforcement directly:
  - concern that vessels of some member countries not adhering to regulations adopted,
  - difficulties in management of stocks migrating in and outside territorial seas,
  - concern over the length of time for agreement by members;
- (b) in regulatory jurisdiction by coastal state, it would have to maintain its international credibility; would have to do own research, management and enforcement, or arrange with other fishing nations for assistance under an international agreement:
  - would have absolute control, provided it could be to the Continental margin,



- would be easier to reconcile differences between inshore and offshore fishermen,
- could lose fisheries now being prosecuted in other coastal state management areas;
- (c) ownership - difficult to assume for all species because of costs in men, money and materials:
  - coastal state would be under heavy international pressures to use the resource,
  - coastal state would depend for markets on some competing nations (trade difficulties);
- (d) if we have to choose one strategy it should be coastal state regulatory jurisdiction - but, recognizing that the management costs would be high and not in the coastal state's best interests for some species, e.g. tuna, salmon, marine mammals:
  - provided that if this could not be attained, we could continue with international management by commission.

#### Working Group B

- (a) International management commission for specific stocks or regions?

No, because:

- Canada would have no real control over management,
- difficult to negotiate agreement on controls which Canada must have,
- enforcement difficult;

- (b) Ownership?

No, because:

- impossible to achieve by international negotiations,





Special harvesting rights?

No, because:

- no complete control exercised by Canada;

(c) Best Strategy:

- (management) and regulatory jurisdiction by coastal states (to Continental margin);

(d) Trade-Offs:

- salmon, tuna and eels.

#### Working Group C

(a) Support Canada's position at the Law of the Sea Conference:

- the coastal state bears the sole responsibility for management of resources out to the edge of the Continental margin,
- the coastal state has preferential rights to harvest all fish it is capable of catching,
- the foreign fishing nations be allowed to catch the surplus, beyond Canada's needs, but under Canadian regulations,
- foreigners to be licenced and charged fees to support Canada's management program;

(b) arguments favouring the above position include:

- coastal fishermen depend on the resources off their coast and cannot move from sea to sea as resources become depleted. Depletion of coastal resources destroys coastal communities but does not hurt distant-water fishermen when they can move to other areas,
- poor past performance of distant-water fishermen in conservation does not justify our leaving conservation off our coast in hands of foreigners. People who have to depend on resources off their own coast have a bigger stake and will do a better job of managing them,



- distant-water fishing is generally much less economic than fishing by coastal fishermen close to shore-based processing facilities;
- (c) Canada to expand capacity for catching and processing so that, as quickly as possible, we will harvest all the resources off our coast and phase the foreign fleets out;
- (d) Canadian fleets should not be allowed to over-build so that we are just replacing too many foreign vessels with too many Canadian vessels. Overbuilding will create conservation problems;
- (e) Canada should continue arrangements with the United States to allow both countries to fish off each other's coasts;
- (f) Canada should not embark on a program of processing foreign catches in Canada because that will make it easier for the foreigners to keep fishing off Canada's coast and postpone the day when Canada will be able to both catch and process all the resources. Instead, Canada should do everything possible to stop the foreign fishing nations from catching fish in the Northwest Atlantic.

#### Working Group D

- (a) International management commission for specific stocks or regions not acceptable because it is not an efficient way of managing stocks, generally too little too late;
- (b) best strategy is regulatory jurisdiction by the coastal state(s) concerned. Canada should take the position that we will manage fisheries on our Continental Shelf and foreign nations will fish the stocks on our terms. There should be a charge to foreign nations for use of resource to offset management cost.

For Atlantic salmon, scallops, etc., that will be adversely affected by this strategy, suggest bilateral agreement between nations involved.

## 2. Participation by Fishermen in Decision-Making

#### Working Group A

- (a) Fishermen are not properly represented at





decision-making affecting them. It is better in the Pacific than in Atlantic. It has been difficult to achieve fishermen participation but this is improving. Big problem is organization of fishermen's groups which should participate;

- (b) it was agreed that more effective and satisfactory participation could be achieved by fishermen being represented at all meetings where decisions affecting them are made.

#### Working Group B

- (a) Participation can be made effective through:

- fishermen's organizations to provide focusing of fishermen's views,
- prior contacts and consultations with fishermen before decision-making,
- increased outflow of information to fishermen on such items as:
  - (i) fisheries regulations,
  - (ii) departmental programs,
  - (iii) departmental officials,
- fishermen membership on resource management committees,
- fishermen representation on international delegations to fishery meeting,
- briefing periods before attending meetings outlined above.

#### Working Group C

- (a) Not enough participation and a definite need for much more:
  - need for the establishment of more fishermen's associations who can speak on behalf of fishermen who have common interests,



- need for more government-industry consultations on matters of local and regional concern on a regular basis,
- need for the delegation of more decision-making authority to the regional and local level.

#### Working Group D

- (a) Participation on decision-making has definitely not been adequate:
- fishermen do not know what is going on. Decisions affecting them are made without consultation,
  - fishermen must organize into committees and a spokesman represent them at government-industry meetings,
  - communication is one of the best ways of satisfying fishermen,
  - fishermen must be involved in decision-making,
  - decisions affecting fishermen should be transmitted by government to executives of fishermen's organization who will in turn communicate to the fishermen.

### 3. Management Techniques and Gear Conflict

#### Working Group A

- (a) All techniques are useful for particular areas or species. We have started through ICNAF with the easiest (MGSH size) and as management has become more difficult have gone to more restrictive measures.
- (b) Generally conflicts are between mobile and fixed gear. Dealt with by coastal stage management.



Working Group B

(a) Relative merits of:

(i) size limits (mesh regulations, etc.):

- O.K. - allows small fish to escape. Must be firmly enforced,

(ii) seasons:

- prevents conflicts of gear (scallops, lobster, P. E. I.),
- protects spawning in certain cases,

(iii) areas:

- protects spawning grounds,
- protection for certain gears, e.g., Newfoundland gill nets,

(iv) effort limitation:

- improve returns to those left in industry (Maritime lobster),
- reduce pressure on an over-fished stock,

(v) catch quotas:

- catch = MSY,
- inshore/offshore conflict over filling of certain quotas, e.g. haddock = four times;

(b) causes for gear conflicts:

(i) different fisheries in same area, e.g. scallop and lobsters, P. E. I. offshore lobster and groundfish,

(ii) different gear for same species in same area, e.g. herring, inshore cod - Newfoundland;





(c) solutions:

(b) (i) above - closed season for one species,

(b) (ii) above - regulations on areas, distances from set gear, gear markings, stricter enforcement of fishing regulations.

Working Group C

(a) One of the problems with quotas is that it tends to affect different types of fishermen in different ways and to a different extent. One approach to this problem would be to allot side quotas within the overall quota to different parts of the fleet. Another approach would be to open and close different areas to control the fishing operations of different segments of the fleet;

(b) Canadians cannot compete against foreigners because of their numbers, size and the discourteous manner by which they fish.

This problem cannot be solved until Canada is in a position to control the fishing activities of the foreign fleet;

(c) with respect to domestic conflicts between mobile and fixed gears it was suggested that the only hope to solving the problem would be increased discussions between the two groups with the government acting as an impartial arbitrator.

Working Group D

(a) This question is too complex to discuss in time allotted. Suggest a special seminar devoted to this question.



## CONCLUDING SUMMATION



**MANPOWER IN THE FISHERIES INDUSTRY**

—

**INTRODUCTION BY BILL MACKENZIE**





## "MANPOWER IN THE FISHERIES INDUSTRY"

By Bill MacKenzie  
Director, Strategic Planning  
Fisheries and Marine Service  
Department of the Environment

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Mr. Chairman:

I would like to introduce this subject by reviewing some quantitative, statistical material relevant to it and then go on to raise some points, also relevant I think, as to how we are going to consider the topic. These statistical data are drawn, in part, from John McKay's background paper and part has been prepared by myself. (See Annex C3.)

### Table 1 (See Page 46 )

This table shows the total number of fishermen in the Maritime region compared with the total for Canada under the classifications of full-time, part-time, and occasional fishermen. Full-time fishermen are defined as those who are employed or engaged in fishing for 10 months or more a year; part-time fishermen are those who are engaged in it for 5-10 months a year; and, occasional fishermen are those who are engaged in fishing for less than 5 months of the year. It is worthy of note that even in the great fishing province of Newfoundland, half of the total number of fishermen are occasional fishermen, at least under this definition. This, of course, as we will see later, is related to the high seasonality of the fishing operation in that province. The same is also true of Quebec and the Gulf provinces generally. It is only in Nova Scotia that there is a sizeable number of full- or part-time fishermen according to the definition.

### Table 2

This table gives a brief summary of the change in the number of fishermen since 1955. It is significant to note in this regard that the percentage decrease in numbers differs from province to province but from each of the peak years to 1972 there has been a steady decline. In New Brunswick, most spectacularly, almost half of the total number of fishermen left the industry between 1955 and the present. The decline elsewhere has been on a small scale, but is still substantial. For the Maritime region as a whole since 1955, which was the peak, there has



been a 20 per cent decline. For Canada as a whole, the decline has been about 25 per cent and that on the Pacific Coast during the same period, 35 per cent.

### Table 3

The material in this table is derived from John McKay's report. It is a brief summary of the grouping of fishermen in the regions by category, or skill, I suppose you might call it. No doubt some of the self-employed fishermen shown as general seamen would have skipper qualifications. The 900 men described as Master (Captain) are those in the high technology fleet - the offshore fleet.

### Table 4

This material is also taken from the McKay report. It is an attempt to measure the seasonality of fishing in the region. You will notice that the ratio of employment between the low month and the high month in the Gulf and environs is less than one-half of one per cent. In other words, the employment in March is less than one-half of one per cent of what it is in July. For the outer coast, of course, the fluctuation is much less wide. It is a significant factor, however, as I mentioned earlier, and explains why so many fishermen fall into the part-time or occasionally employed category.

### Tables 5 and 6

These tables present estimates or calculations of average net annual earnings in the fisheries in the Atlantic provinces, based on a number of sources. Table 5 shows considerable range between the net earnings in small boat fishing and on larger vessels. With respect to what constitutes a small boat, the distinction is between inshore and offshore fishing basically. For statisticians, there is unfortunately a fuzzy area in between which includes the intermediate-sized class of vessel - the so-called longliners and other vessels of approximately 65-75 feet in length. As a rule of thumb, however, a vessel of over 25 gross tons is considered an offshore vessel for statistical purposes and anything less than this an inshore fishing boat. Bearing in mind the proviso that calculated data are used, it seems to me that the extraordinary fact that emerges from Table 6 is that roughly 75 per cent of all fishermen in the Atlantic provinces, and nearly 90 per cent in Newfoundland, make annual net earnings of less than \$2,000. As I will point out later, this has certain implications and certain qualifications. If you compare the data in this table with those in Table 1, I think you will find a partial explanation and that is that a very high pro-





portion of men are employed only occasionally as fishermen and these bring the income averages down. However, no fisherman would recognize himself as one of these averages. I don't know what proportion of the 75 per cent making less than \$2,000 use the fisheries only to supplement their income but I would estimate that it is quite substantial.

Table 7

This table represents a calculation I made some time ago for another purpose. What I was trying to do was to break down the gross sales of the primary fishing industry in Canada among the various recipients. These sales have amounted to approximately \$200 million for the last two to three years and I have explained in the footnotes how the estimates were made. First of all, the proportion of total sales that didn't go to fishermen, that is essentially the boat share in company or non-fisherman-owned enterprises, was removed as explained in the calculations. I have calculated that out of the \$200 million figure, \$40 million was appropriated as owner's share outside the fisherman-owned enterprises. Taking the fisherman-owned enterprises, I found that approximately 10,000 fishermen were paying federal income tax. The average income from fishing for this group was approximately \$50 million worth of fish. This accounts for \$90 million of the \$200 million.

There are approximately 20,000 fishermen who qualify for seasonal employment benefits and I assume that half of those don't pay income tax and the other 10,000 must be earning less than the group who do. If we assume that this latter group were making about \$2,500 a year, that would account for another \$25 million. The total at this point would be about \$115 million.

There are also 40,000 fishermen who don't qualify for unemployment benefits and they must be earning less than those who do. I estimate again that this group would earn about half as much as the previous one or \$1,250 annually and this would account for another \$50 million. All of this would add up to \$165 million, but I cannot account for the remaining \$35 million - and that is a lot of money. Two possibilities which may account for it are that I have underestimated the boat share or a lot of fishermen should be paying income tax but are not.

I would like now to turn to some points which relate to questions on manpower in the fisheries industry which were drawn up for you to consider. (See Annex D2, page 85.) In this regard, I thought it would be useful to speculate about the possible future trends and the factors which would affect them. These trends would also affect some of the points illustrated in the tables. The first step in this would be to look at the factors which might tend to expand the labour force in the fisheries





and stem the decline that has been taking place in the last decade or so. There are several of these. Five I have listed are:

- (a) a growth in the aggregate demand for products of the fisheries.

This would stimulate expansion;

- (b) an increase in natural resources availability, which might result either from better management practices for stocks that have been depleted, and/or as a result of the extensions of the national claim for the harvest from the conventionally exploited stocks, i.e. a general increase in supply availability;

- (c) the exploitation of additional species - that is species that are not exploited now but are available for exploitation. This again would expand supply, and other things being equal, increase returns;

- (d) a rise in earnings from fishing, greater security of employment and better working conditions.

This would attract more people to fishing;

- (e) an improvement in the fisherman's image.

I don't know how important this is, but it is alleged that in the Atlantic provinces particularly, fishermen suffer from a bad image or decline in their image from previous times.

We must also take account, of course, of factors that might be working in the opposite direction. Some of these are:

- (a) changes in taste or consumer's preference that would adversely affect the demand for fisheries products and consequently lead to falling prices.



There doesn't seem much chance of this at the moment but one can't be certain;

- (b) a decline in supply availability because of resource depletion or natural causes;
- (c) technical innovation, that is, progress in the mechanization of the fishing operation which would displace labour or result in fewer labour requirements in the fishing fleet;
- (d) a decrease in financial returns from fishing as a result, for example, of production costs exceeding prices;
- (e) the imposition of entry control over manpower and equipment in mature fisheries - for example, fisheries under catch quotas.

This would more or less restrict the opportunity for entering the fishery.

Mr. McKay's background paper presents a number of projections for these trends but we should probably make our own determination of what the probable directions are and not be dominated by his projections. These projections are based on a number of assumptions which may or may not be valid. Attention may be drawn, however, to the existence of a very large number of relatively unproductive fishermen, that is, those with low seasonal employment and earning very low returns from fishing. Evidently, some two-thirds of the total in Canada and perhaps, as much as three-quarters of the total in the Atlantic provinces are in this category. This group, which may be considered as representing a core problem, consists, in fact, of two quite different types of fishermen. First, there are those for whom earnings from fishing supplement income from other, and probably their major sources. For many of these, fishing may be largely or partly a recreational activity. Second, there are the really disadvantaged fishermen, that is, those who tend to be immobilized by various social, cultural and institutional factors, and for whom consequently, there are few, if any, opportunities for gainful employment in alternative occupations - those, in short, who are fishermen because they are poor, rather than the other way around. I don't know how many of the 40,000 or so, fall into either of these categories. It was estimated about a decade ago that in Newfoundland, Labrador, and



the North Shore of the St. Lawrence there were approximately 10,000 fishermen with 25,000 dependents whose total household cash income averaged about \$2,500 a year. This may, however, be an irrelevant statistic. The extraordinary thing is that notwithstanding all the survey work that has been carried out during the past 20 years, there is an astonishing lack of hard information about these fishermen, about their economic attachment to the industry, and about the sociological facts of their situation. In the absence of such information, the design of plans for fishery management that would be relevant for this country becomes an extremely difficult and dangerous undertaking.

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<u>Province</u>	<u>Full-time</u>		<u>Part-time</u>		<u>Occasional</u>		<u>Total</u>	
	no.	%	no.	%	no.	%	no.	%
Que.			2,000	40.0	3,000	60.0	5,000	100.0
N.B.	500	10.0	2,000	40.0	2,500	50.0	5,000	100.0
P.E.I.			1,500	60.0	1,000	40.0	2,500	100.0
N.S.	3,500	33.4	3,500	33.3	3,500	33.3	10,500	100.0
Nfld.	1,500	8.8	7,000	41.2	8,500	50.0	17,000	100.0
Atlantic	5,500	13.7	16,000	40.0	18,500	46.3	40,000	100.0
Canada	?		?		?		60,000	100.00

Table 1

Numbers of Commercial Fishermen (est., 1972)

Classified by Term of Employment

<u>Province</u>	%
Quebec (1958-1972)	-20
New Brunswick (1955-1972)	-45
Price Edward Island (1965-1972)	-30
Nova Scotia (1957-1972)	-30
Newfoundland (1964-1972)	-25
Atlantic (1965-1972)	-20
Canada (1958-1972)	-25

Table 2

Percentage Decrease over Past Decade or So (approx.)



<u>Category</u>	<u>Number</u>
Master (captain)	900
Other Specialized (2nd officer, engineer, cook)	1,600
General Seaman (deckhand, self-employed)	37,500
Total	40,000

Table 3

Classification of Work Force in Atlantic Sea Fisheries  
by Occupational Category (estimated)

Gulf & Environs (March/July)	0.4
Outer Coast (Oct./June)	36.0
All Atlantic Areas (Jan.-Feb./June)	21.7

Table 4

Seasonality of Fishing Operations:  
Ratio of Low-month Employment to High-month Employment  
(based on 1969/70 data)



<u>Province</u>	<u>Small-Boat (Inshore)</u>			<u>High Technology (Offshore)</u>		
	<u>1965</u> \$	<u>1968*</u> \$	<u>1970*</u> \$	<u>1965</u> \$	<u>1968*</u> \$	<u>1970*</u> \$
Quebec	650	800	750	2,200	3,100	n.a.
N.B.	700 )		2,100	2,800 )		n.a.
	)			)		
P.E.I.	1,250 )	1,500	3,100	1,750 )	3,900	n.a.
	)			)		
N.S.	950 )		2,350	4,600 )		n.a.
Nfld.	500	750	800	2,400	3,600	n.a.
Atlantic	700	1,100	1,400	3,500	3,750	3,850
*Estimated						

Table 5

Annual Net Income from Fishing : Average per Fisherman

Atlantic Provinces

<u>Group</u> \$	<u>Que.</u> %	<u>N.B.</u> %	<u>P.E.I.</u> %	<u>N.S.</u> %	<u>Nfld.</u> %	<u>Total (1970)</u> %
Under 1,000	68	37	58	45	69	53
1,000 - 1,999	13	35	14	22	19	23
Sub-total	(81)	(72)	(72)	(67)	(88)	(76)
2,000 - 4,999	18	24	17	21	11	18
5,000 & over	1	4	11	12	1	6
	100	100	100	100	100	100

Table 6

Distribution of Fishermen by Net Annual Income Group

(as estimated for 1968)





<u>Class</u>	<u>Number</u>	<u>Average</u> <u>Earnings</u>	<u>Total</u>
	no.	\$	\$
Vessel-owners' Share - Atlantic	-	-	(30,000,000)(1)
Other	-	-	(10,000,000)(2)
Sub-total	-	-	40,000,000
Taxpayers' production	10,000	5,000	50,000,000 (3)
Production, other insured	10,000	2,500	25,000,000 (4)
Production, other fishermen	40,000	1,250	50,000,000 (5)
Residual	-	-	35,000,000 (6)
Totals	60,000		200,000,000 (7)

(1) Estimated on the basis of the "Lunenburg lay", i.e. at 60 p.c. of the proportion of the value of the total catch (chiefly of groundfish, herring and scallop) taken by the integrated fleet.

(2) A "guesstimate" of the boat-share of non-operating owners (companies, partners, etc.) in the Pacific and freshwater fisheries.

(3) Given in returns to the Dept. of National Revenue: the estimate is based on data for 1967 and 1968.

(4) An estimate of gross value of sales by non-taxpaying fishermen under U.I.C. coverage for seasonal benefits.

(5) A similar estimate for fishermen ineligible for insurance coverage (because of low volume of sales).

(6) Unexplained residual, amounting to 15-20 per cent of the total.

(7) This does not include bonuses, etc., paid to some fishermen but not recorded in port-market statistics.

Table 7

Distribution of Annual Gross Sales of Primary Fishing Industry

Canada : Current Period



**MANPOWER IN THE FISHERIES INDUSTRY**

**DEPARTMENT OF MANPOWER AND IMMIGRATION SUMMARY REPORT ON TRAINING**

**BY BILL STEWART**



"MANPOWER IN THE FISHERIES INDUSTRY -  
DEPARTMENT OF MANPOWER AND IMMIGRATION  
SUMMARY REPORT ON TRAINING"

By Bill Stewart  
Director-General, Atlantic Region  
Department of Manpower and Immigration

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Mr. Chairman,

From the viewpoint of the Department of Manpower and Immigration, particularly here in the Atlantic Region, the fishing industry must and does receive priority attention. Every possible effort is made to develop and maintain contact with the operators of the industry and officials of other provincial and federal departments who also have a direct interest in the fishing industry.

The main purpose of these contacts is to enable this Department to stay attuned to the labour market needs of this vital industry. Or, stated another way, to ensure that there is at all times reliable information to reveal the imbalances between the skills required by the industry and the skills available to the industry.

Knowledge of these imbalances is crucial to effective spending of funds which have been allocated to purchase training and pay trainee allowances under the terms of the Adult Occupational Training Act. The program of this Department which is used as the vehicle to implement and deliver adult occupational training is the Canada Manpower Training Program.

For the fiscal year 1973-74 the Department of Manpower and Immigration has provided for expenditures on training in the Atlantic Region in the amount of \$55 million. Thirty million dollars is to be spent on the purchase of training and twenty-five million for the payment of allowances to trainees.

Fifty-five million dollars is a lot of money. The problem is not in spending the money as this can readily be done. The problem is to spend the money in a way which will meet the existing and future Manpower requirements of the various industrial sectors and meet the provincial priorities for industrial and economic growth. And this must be done in a way which is equitable to each of the four provinces comprising the Atlantic Region.





It is very appropriate that the group assembled here should be made aware of the positive action taken by the Department of Manpower and Immigration on behalf of the fishery industry in the Atlantic Region.

In the fish processing plant area most of the training has been done under industrial training. The following occupations are examples of this area of training:

- fish cutters and filleters
- weighers and packers
- supervisors
- machine operators

Some processing training has been done in provincially-operated institutions, in the following skills:

- production control
- canning techniques
- preparing herring for export
- plant sanitation and hygiene
- lobster processing

Training in this area is mainly institutional where the fisherman attends one of the Provincial Fisheries Schools or one of the mobile training units setting up in his home area.

In past years this training has been concentrated in the basics of inshore fishing, such as:

- nets and gears
- navigation
- engine repair and maintenance
- boat repair

Recent changes in the industry are bringing forth courses which assist the fisherman to adjust to these changes, such as:

- tuna boat operators
- pair seining
- oyster farming
- care of the catch
- business practises

Much of the training for offshore fishing here has been in the certificated category; Master, Mate and Engineer. As well, training has been put on for certain specific skills such as:

- longliner operations
- offshore lobster conversion



- diesel engines
- shrimp trawling
- marine cooking
- Danish seining
- crab fishing

A small amount of industrial training has been conducted in the offshore fishing area such as mid-water trawl construction. The Training-on-the-Job Skill Shortage Program, just introduced, may lend itself to this area. One problem here is that this Department enters into a contract with an employer, however, fishing crewmen are not considered to be employed, but are deemed to be "co-adventurers". The situation is currently being investigated by this Department.

In institutional training, the Department purchases specific fishing courses from the provincial Departments of Education, and this training is normally conducted by the following provincial fisheries schools:

College of Fisheries, St. John's, Newfoundland  
Fisheries Training Centre, Pictou, N. S.  
School of Fisheries, Caraquet, N. B.  
School of Fisheries, Summerside, P. E. I.

Not all the training is done at these schools. Each school can provide mobile training facilities whereby certain training can be conducted in fishing communities.

In addition to the training conducted at the Provincial Fisheries Schools, a small number of certificated personnel - such as Masters, Mates and Engineers - are trained at the Marine Navigation School in the Nova Scotia Institute of Technology located here in Halifax.

A few statistics which may be of interest are:

1. In the Atlantic Region during 1971-72, and this covers all elements of training, 6,439 workers were trained at a federal government cost of \$3,220,983. Incomplete figures for 1972-73 reveal training of 5,634 workers at a cost of \$2,909,283.
2. During 1971-72, 372 courses of training were provided by the provincial training institutions and paid for by this Department. In 1972-73, 292 courses were provided.
3. During 1971-72, 47 contracts were signed between this Department and fishing industry employers providing cost-sharing for in-plant training covering 1157 workers.
4. During 1972-73, 67 contracts were signed between this Department and fishing industry employers providing cost-sharing for in-plant training covering 1125 workers.



## WORKING GROUP SUMMARY RECOMMENDATIONS





WORKING GROUP  
SUMMARY RECOMMENDATIONS

MANPOWER IN THE FISHERIES INDUSTRY

Introduction

To assist in focusing discussion on the question of Manpower in the Fisheries Industry, 10 topics were proposed for discussion. These are shown in Annex D2, page 85

Selected Topics For Discussion

On the basis of consideration in working groups, the following manpower topics were selected for discussion:

1. How can we achieve rationalization of the Fishing Industry:
  - (a) Minimum acceptable level of income?
  - (b) Employment implications of chosen minimum income?
  - (c) Reduction in number of fisherman - natural trend? result of positive action?
  - (d) How to avoid unfairness and social disruption?
  - (e) Buy-back program?
2. Processing foreign caught fish - job opportunities?
3. Effectiveness of training programs for fishermen?
4. How to reduce seasonal nature of fishery?
5. Salt water sports fishing?

WORKING GROUP SUMMARY RECOMMENDATIONS

1. Rationalization of the Fishing Industry



Working Group A

(i) Minimum Acceptable Income

The Group found it impossible to specify in dollar terms, a minimal acceptable level of earnings for fishermen because conditions differ from place to place. It may be said, however, that fishermen should expect to earn from fishing at least as much as they could obtain in other occupations requiring the same skill and investment.

(ii) Employment Implications

We have no precise recommendations but the downward trend in numbers of fishermen (particularly part-time fishermen) should continue until there is a proper balance between resources and employment. The Group noted the preponderance of older people in the fishery and deplored the lack of incentives for younger people.

(iii) Too Many Fishermen

Numbers now being reduced but not fast enough and not in the right problem areas. Licensed fishing by people with adequate income from other sources should be reduced or eliminated by government action on recommendation from fishermen's groups. A "Buy-Back" program is strongly recommended for this purpose. However, the Group recognized that there are special cases such as the weir fishery in the Bay of Fundy that must be dealt with separately.

(iv) Unfairness and Social Disruption:

Most of this can be avoided by having more of the decision making done in the local area.

Working Group B

(i) Minimum Acceptable Income

- Full-time fishermen (10 months plus)  
\$10,000.
- Seasonal fishermen (5 to 10 months)  
\$5,000 to \$7,500.



(ii) Employment Implications

To achieve the stated minimum acceptable income, it was felt that efforts should be concentrated on improving the income of those fishermen now in the industry. However, as a first step all non-bona-fide fishermen should be eliminated from the industry. But more importantly, efforts should be directed towards increasing the income of existing fishermen by:

- improving the quality of fish landed;
- improving the mobility of fishing appliances;
- improving the organization of fishermen;
- improving the efficiency in catching and processing of fish;
- increasing the effort to catch under exploited species.

(iii) How to Avoid Unfairness and Social Disruption

- In eliminating non-bona fide fishermen, social disruption does not occur and this is not believed to be unfair.
- Most of the reduction in the number of existing bona fide fishermen will be accomplished by natural attrition without unfairness and with a minimum of social disruption.
- Limit the number of new entries.

(iv) Buy-Back Programme

- should be used only as a last resort;
- may be a need for such a programme in the scallop and herring fisheries;
- if possible, however, conversion of the vessels to some under exploited fishery should be considered as an alternative to such a programme.

Working Group C

(i) Minimum Acceptable Income

For full-time fishermen	-	1974	-	\$6,000
For full-time fishermen	-	1984	-	\$9,500





(ii) Employment Implications

Assume the income at present of inshore fishermen employed over five months of the year in the fishery is \$3,000 and the target is \$6,000 for 1974. If the total income from the fishery does not increase, 50% of the total inshore fishermen would be required to leave the industry. This is totally unacceptable.

(iii) Reduction in Fishermen

The reduction in the number of fishermen in most fisheries will occur through natural means. However, in some fisheries it may be necessary to take positive action.

(iv) Buy-Back Programme

In a fishery where positive action is necessary to reduce the number of fishermen a buy-back programme would be very useful.

Working Group D

(i) Minimum Acceptable Level of Income

\$7,500 net per year for bona-fide fishermen.

(ii) Employment Implications of Chosen Minimum

The number of persons engaged in primary fishing on the East coast would have to be reduced to about 10,000 - 15,000 (from 40,000 in 1972) to attain the chosen level of net earnings on the basis of the present value of landings.

(iii) How do we do it?

The Group was very doubtful regarding the value of enforcing measures to reduce the number of inshore fishermen in view of the social problems this might create. However, the Group felt that the limitation of new entries should be considered.



## 2. Processing Foreign Caught Fish

### Working Group A

The Group was generally opposed to the processing of foreign caught fish. It was agreed, however, that no decision should be made with regard to this until our final position on the Law of the Sea Conference has been determined.

### Working Group B

#### (a) Processing Foreign Caught Fish

- Should not be permitted for species we now catch and process.
- Would lead to a reduction in the prices paid to Canadian fishermen and this would be totally unacceptable.
- Would make it easier for foreigners to continue fishing in the Northwest Atlantic and our objective should be to make it more difficult for them.
- May be to our short term benefit but would not be in the long run best interests of Canada.
- However, this might be considered for a short period of time for certain species Canada is not now interested in, providing we can gain certain trade-off benefits for this concession.

### Working Group C

- #### (a)
- The disadvantages of processing foreign caught fish far outweigh the advantages. We are, therefore, violently opposed to processing foreign caught fish.



Working Group D

- (a) Processing foreign caught fish could increase employment in our shore plants but would permit increased competition by foreigners with our own fleet.

If this were allowed, it could be used as a bargaining point for more favourable shares of quotas from the foreigners, but would make it easier for foreigners to continue in the fishery.

In the final analysis, the Group felt that Canada should look at the long-term and work towards increasing as much as possible the stocks of fish available to its fishermen.

It was also recognized that foreign ownership of fish processing plants could create serious social problems if that foreign nation decided suddenly to close its Canadian operations and processed its fish elsewhere.

3. Effectiveness of Training Programs for Fishermen

Working Group A

- (a) The Group agreed that training programs are essential but at present there is not enough input from fishermen in organizing and implementing them. Some programs are carried on at the wrong times of the year and are incomplete, particularly in the areas of basic skills.

Working Group B

- (a) Training Programs for fishermen must be conducted at sea in the first instance





where the trainees are exposed to the real-work situation and where they can decide whether or not they want to make a career in the fishing industry. Then the trainees should be given classroom instruction where it will be more meaningful to them. The reverse has been true in the past and this is one of the major reasons for the failure of training programmes.

- (b) The timing of training programmes should be examined with a view to fitting the training program to the fishing season.
- (c) Emphasis should be placed on improving the image of the fishing industry so that a higher quality individual can be attracted to it then has been the case in the past.

#### Working Group C

- (a) The date of the training programs should be established around the fishing seasons.
- (b) There should be stricter investigations of applicants qualifications. Many candidates in training programs have no intention of fishing. However, potential fishermen are often refused entry.
- (c) Training programs are generally good.

#### Working Group D

- (a) Training programs for fishermen should be restricted to bona-fide fishermen.
- (b) The present "training on the job" should be adopted to the realities of the fishing industry.



4. How to Reduce Seasonal Nature of Fishery?

Working Group A

- (a) The Group recognized the problem but had no simple solution for it. More multi-purpose vessels might result in some reduction but this is not always feasible. Salt water sport fishing would tend to lengthen the season for some fishermen in some areas and should be actively promoted.

Working Group B

- (a) Increase effort on under exploited species.
- (b) Unemployment Insurance should not be available to fishermen when employment opportunities are available in the fisheries.
- (c) Increase Canadian fishermen's mobility to go where the fish are rather than wait for the fish to come to them.

Working Group C

- (a) Seasonal nature of fishing would be reduced in some areas (e.g. Northeast coast of Nfld.) if facilities were available to process a greater variety of species.
- (b) More multi-purpose boats and larger government subsidies to enable fishermen to purchase them.
- (c) Develop markets and methods of catching and handling for species not now exploited.

Working Group D

- (a) There is a need for greater mobility in the use of boats from area to area (i.e. moving from an area where it is not possible to fish at a given time for various reasons



to another area where it is possible)  
and from specie to specie.

- (b) Given the increasing trend towards the imposition of quotas on the East coast, there is a need to consider limiting entry of new boats or fishermen in the industry.
- (c) Welfare programs such as U.I.C. should not constitute an incentive for fishermen to refrain from fishing.

## 5. Salt Water Sports Fishing

### Working Groups A, B

These Groups had insufficient time to consider this question.

### Working Group C

There is a definite need to develop salt water sports fishery. The potential is great.

### Working Group D

It was felt that there might be a potential for salt water sport fishing in high-tourist areas on the East Coast and that it would be worthwhile for the industry and the government to pursue this idea further.





## CONCLUDING SUMMATION



## MANPOWER IN THE FISHERIES INDUSTRY

### Concluding Summation

The following represents the general consensus arrived at on the topic of Manpower in the Fisheries Industry:

#### 1. Rationalization of the Fishing Industry:

On the question of minimum annual (net) income, opinions differed somewhat, ranging from \$6,000 (for a full-time fisherman) to \$10,000. One group would make approximately the latter figure a target for 1984. Another group felt that precise specification of a minimally acceptable level is impossible, because the conditions determining such level differ substantially from place to place.

It was concluded that to achieve this level of earnings with current prices and productivity, the total fisheries labour force would have to be reduced from 40,000 to something like 10,000-15,000. This was considered to be unacceptable. Doubt was expressed regarding the desirability of an enforced reduction of the labour force. Rather, it is suggested, the downward trend in numbers should be permitted to continue until there is a reasonable balance between resources and the manpower engaged in their use.

Positive action toward improvement of the income position might include, among other things, measures to:

- (a) improve techniques and equipment in fishing;
- (b) increase mobility and diversity in fishing operations;
- (c) upgrade the quality of fish as landed;
- (d) encourage better organization of fishermen.

Most groups strongly supported the elimination of the "moonlighter" type of fisherman from the industry, recognizing, however, that there are situations where this approach must be modified at least in the short term. Several agreed that a program to buy out such fishermen would serve a useful purpose. An alternative would be assistance for conversion to another fishery.



Some felt that the elimination of non-dependent fisherment involved no unfairness or social disruption. Others suggested that such unfairness and disruption could be avoided or minimized if the decisions in instances of this kind were made in the local area concerned.

There was a general support for entry control. In particular, it was recommended that development of the offshore fleet should be planned so that typical earnings in this sector of the industry are sufficiently high to attract qualified crews.

## 2. The Processing of Foreign-Caught Fish:

While it was recognized that, under certain (perhaps rare) circumstances, this might have some value to Canada, e.g. as a bargaining counter in international negotiations, the general view was that its obvious disadvantages far outweighed its conceivable advantages. One group recommended that no further consideration be given to this subject until Canada's final position in the Law of the Sea has been determined.

## 3. Effectiveness of Fishermen's Training Programme:

There were a number of suggestions under this head, the most important of which appear to be:

- (a) there should be more input from the fishing industry in the design of the programs, e.g. there is a pressing need for instruction in business management;
- (b) that, in general, training should be on an on-the-job basis, with classroom instruction being supplementary;
- (c) that there should be more careful selection of candidates, based at least in part on sea-time experience;
- (d) that training should be scheduled so as to complement the fishing season.

## 4. Reduction in the Seasonality of Fishing:

This part of the subject also elicited a few recommendations, including:

- (a) that programs be instituted to diversify fishing operations, i.e. to use multi-purpose





craft and utilize under-exploited or non-exploited stocks, and to increase trans-seasonal mobility, i.e., move from one fishing-ground to another;

- (b) that marketing opportunities be improved for fishermen located in more remote areas;
- (c) that administration of the seasonal-unemployment benefit scheme be adjusted to remove the existing disincentive to continue fishing during the winter season.

5. Salt-Water Sports Fishing:

Not all groups found time to deal with this item. Those that did felt that participation in this activity (a service to tourism, etc.) could serve to lengthen the operating season for some fishermen in certain areas. It was suggested that there is a definite need to promote this.



## LA MAIN-D'OEUVRE DANS L'INDUSTRIE DE LA PECHE

### Récapitulation

Voici les éléments qui ont reçu l'accord général lors des discussions concernant la main-d'oeuvre dans l'industrie de la pêche:

#### 1. Rationalisation de l'industrie:

En ce qui concerne la question du revenu annuel minimum (net), les opinions diffèrent quelque peu, et ce minimum varie de \$6,000 (pour un pêcheur à temps complet) à \$10,000. L'un des groupes fixerait approximativement ce dernier chiffre comme objectif pour 1984. Un autre groupe a estimé impossible de fixer exactement le niveau minimum acceptable, parce que les conditions qui déterminent ce niveau varient notablement d'un endroit à l'autre.

On a abouti à la conclusion que pour atteindre ce niveau de revenu avec les prix et la productivité actuelles, l'effectif total pêcheurs devrait être ramené de 40,000 à environ 10,000 - 15,000 personnes. Cette compression a paru inacceptable. Il a été exprimé des doutes quant à l'opportunité d'une réduction forcée de la main-d'oeuvre. Il a été plutôt conseillé de laisser agir la tendance actuelle à la baisse des effectifs, jusqu'à ce qu'il y ait un équilibre raisonnable entre les ressources et la main-d'oeuvre qui les exploite.

Une action positive en vue de l'amélioration des revenus peut comprendre, entre autres choses, des mesures tendant:

- (a) à améliorer les techniques et le matériel de pêche;
- (b) à accroître la mobilité et la diversité des opérations de pêche;
- (c) à améliorer la qualité des prises;
- (d) à encourager une meilleure organisation des pêcheurs.

La plupart des groupes ont fortement appuyé l'élimination des pêcheurs qui ont déjà un autre emploi, en admettant toutefois qu'il existe des situations où cette règle doit être mitigée, du moins à court terme. Plusieurs ont estimé qu'une prime à l'abandon d'activité serait utile. Une autre solution serait d'aider les intéressés à se reconvertir à une autre sorte de pêche.



Certains ont été d'avis que l'élimination de ceux qui ne dépendent pas de la pêche pour leur subsistance n'impliquait pas d'injustice ou de dérangement social. D'autres ont émis l'opinion que ces derniers inconvénients pourraient être évités ou réduits au minimum en faisant prendre à l'échelon local les décisions de ce genre.

La réglementation de l'accès à la profession a reçu un appui général. Il a été en particulier recommandé que le développement de la flotte du large soit planifié afin que les revenus types de ce secteur de l'industrie soient suffisamment élevés pour attirer des équipages qualifiés.

## 2. Traitement au Canada des prises étrangères:

S'il est admis que dans certaines circonstances (peut-être rares), ceci puisse présenter un certain intérêt pour le Canada, à titre par exemple de monnaie d'échange dans les négociations internationales, l'opinion générale a été que ses désavantages évidents dépassaient largement les avantages concevables. Un groupe a recommandé que cette question soit mise de côté jusqu'à ce que la position définitive du Canada dans le Droit de la mer ait été déterminée.

## 3. Efficacité du programme de formation des pêcheurs:

Il a été présenté un certain nombre de suggestions sous cette rubrique, dont les plus importantes sont les suivantes:

- (a) Il doit y avoir une contribution plus importante de l'industrie de la pêche à la conception des programmes; par exemple, il existe un besoin pressant d'un enseignement de la gestion des affaires;
- (b) en général la formation doit être assurée en cours de travail, les cours théoriques venant en supplément;
- (c) il doit y avoir une meilleure sélection des candidats, basée en partie sur l'expérience en mer;
- (d) la formation doit être organisée en complément de la saison de pêche.

## 4. Atténuation du caractère saisonnier de la pêche:

Cette partie du sujet a également fait naître quelques recommandations, y compris:





- (a) que des programmes soient établis pour diversifier les opérations de pêche, par exemple l'utilisation de bâtiments polyvalents et l'exploitation d'espèces sous-exploitées ou non exploitées, l'augmentation de la mobilité transsaisonnière, par exemple le déplacement d'une zone de pêche à une autre;
- (b) que les possibilités de commercialisation soient améliorées pour les pêcheurs qui se trouvent dans les zones les plus éloignées;
- (c) que la distribution des prestations de chômage saisonnier soit aménagée de façon à abolir le désencouragement à continuer la pêche durant la saison d'hiver.

#### 5. Pêche sportive en mer:

Tous les groupes n'ont pas eu le temps de s'occuper de cette question. Ceux qui l'ont fait sont d'avis que la participation à cette activité (service au tourisme, etc.) pourrait aider à allonger la saison d'exploitation pour certains pêcheurs dans certaines régions. On a dit qu'il existe un besoin précis de promouvoir cette activité.



## **CONCLUDING REMARKS**



CONCLUDING REMARKS

By

Fishermen's Representative and  
Government Representative

Remarks by John Decker

Mr. Chairman:

I would like to thank you and the federal government officials for what you have done here in the last two days to get the fishermen together to hear their views on future decisions that will be made. It was the view of almost everyone of us that we would like to have another seminar before you people leave for the Law of the Sea Conference. It was the view of myself and the others that the topics we discussed in the past two days were down to earth but that we could have spent more time on some of them. Instead of scratching the surface, perhaps we could have gone into them more deeply. Everybody felt good about the set up of the seminar and the way things were done and I want to thank you for it. If I might add, I hope there is a lot more of this type of get together. As far as this seminar goes, Mr. Lucas, you are the man that did the job and it seems that you are steering a pretty good ship just about now.

If it is decided to have another seminar before the Law of the Sea Conference, we would appreciate it very much if it could be arranged to have us briefed on some of the subjects that we found it hard to get into in the last two days.

Remarks by Ken Lucas

John:

I appreciate your remarks very much and I know they are from the heart. I've been worrying on the other side. Even though you outnumber the government side two to one, the federal people are more used to writing and talking, and I've been worried that we were influencing you too much. But, seriously, we are looking for the kind of communication that we have been getting here in the past two days and I would like to commit myself to continuing this type of get together on a regular basis. I will therefore take you up on your advice that we have another seminar before the federal people go off to the Law of the Sea Conference. We would like at that meeting to put more meaningful and direct information before you on the type of issues you referred to.





I don't think the seminar should be held too close to the Law of the Sea and the main reason for this is that Canada's position for the conference begins to firm up in the next three or four months. I would think, therefore, that it should be held in the early fall. I think it would be a good idea also to bring to the seminar some of the people directly involved in the Law of the Sea so that they could hear first-hand, rather than through somebody else, exactly what fishermen think about the issues. In this regard, it would probably be worthwhile to bring in somebody from External Affairs to get a grass-roots feel for things. It might also be worthwhile bringing in a mixture of people from the fishing side - not just this group, but perhaps this group augmented by others. But, I like the idea of a special seminar on international fishery policy developments and I'll commit myself to one.

I think that once we make contact with people like yourselves, we should put you on the mailing list for key information that we develop so that you are kept up to date on what is happening. There usually isn't enough time to brief you on background each time we meet - so there is also a need for you to be briefing yourselves on a continuing basis.

I hope that our Regional Directors will take your remarks to heart and perhaps think about sponsoring more meetings with fishermen at the local and regional level to continue discussion of special topics that are of local interest. I think that it is important that some of these things be delegated to the local level.

I thank you very much again for taking the time to come to this seminar and for your excellent contribution to its success.



## REMARQUES EN CONCLUSION

formulées par

le représentant des pêcheurs et  
le représentant de l'administration

Remarques formulées par M. John Decker

Monsieur le Président,

Je désire vous remercier, ainsi que les fonctionnaires du gouvernement fédéral, pour ce que vous avez fait ici durant les deux derniers jours afin de rassembler les pêcheurs et d'entendre leurs points de vue sur les décisions futures qui seront prises. Nous sommes presque tous d'avis qu'il serait souhaitable que nous ayons un autre séminaire avant que vous ne partiez pour la Conférence sur le Droit de la mer. Mes camarades et moi sommes d'avis que les thèmes de discussion abordés durant ces deux derniers jours étaient tout à fait pratiques mais nous aurions pu passer plus de temps sur certains. Au lieu de demeurer en surface, nous aurions peut-être pu les examiner de façon plus approfondie. Tout le monde a été satisfait de la constitution du séminaire de la façon dont les choses se sont déroulées et je tiens à vous en remercier. Puis-je me permettre d'ajouter que j'espère qu'il y aura de nombreuses autres réunions de ce genre. En ce qui concerne le présent séminaire, c'est à vous, M. Lucas, que nous devons son aboutissement et ce, avec un plein succès.

S'il est décidé d'organiser un autre séminaire avant la Conférence sur le Droit de la mer, nous vous serions extrêmement reconnaissants de nous mettre au courant des sujets qu'il nous a été difficile d'aborder durant les deux derniers jours.

Remarques formulées par M. Ken Lucas

John,

J'apprécie beaucoup vos remarques et je sais qu'elles sont absolument sincères. Nous nous sommes inquiétés de notre côté. Bien que votre nombre soit le double de celui des représentants de l'administration, le personnel fédéral a davantage l'habitude d'écrire et de parler et j'ai redouté de trop vous influencer. Toutefois nous recherchons sincèrement le genre de communications obtenues ici durant ces deux derniers jours et je désirerais m'engager à poursuivre ce type de réunion de façon régulière. Je me rallie donc à votre avis quant à l'organisation d'un autre séminaire avant que les représentants du gouvernement fédéral ne se rendent à la Conférence sur le Droit



de la mer. Lors de cette réunion, nous voudrions vous présenter des renseignements plus significatifs et plus directs sur les questions auxquelles vous avez fait allusion.

Je ne suis pas d'avis que le séminaire doit être organisé à une date trop proche de la Conférence sur le Droit de la mer, et ceci pour la principale raison que la position du Canada pour la conférence commencera à se préciser au cours des trois ou quatre prochains mois. En conséquence, je crois qu'il devrait avoir lieu au début de l'automne. Je pense que ce serait également une bonne idée d'inviter à ce séminaire certaines personnes qui s'occupent directement du Droit de la mer, afin qu'elles puissent entendre elles-même ce que les pêcheurs pensent de ces questions plutôt que d'en être informées par des intermédiaires. A cet égard, il y aurait peut-être intérêt à inviter quelqu'un des Affaires extérieures afin qu'il puisse se faire une idée de la situation à la base. Il pourrait être également intéressant d'inviter diverses personnes appartenant au milieu des pêcheurs - non seulement le groupe actuel, mais d'autres aussi. Toutefois, j'aime l'idée d'un séminaire spécial consacré à l'élaboration de la politique internationale des pêches et je vous promets que l'on va s'en occuper.

Je suis d'avis qu'après avoir établi des contacts avec vous, nous devons vous inscrire sur nos listes d'adresses en vue de vous fournir les renseignements importants que nous obtenons et de vous tenir au courant des progrès réalisés. Habituellement nous manquons de temps pour vous mettre au courant des questions chaque fois que nous nous rencontrons - de sorte qu'il vous est aussi nécessaire de vous tenir vous-même au courant de façon continue.

J'espère que nos Directeurs régionaux se souviendront de vos remarques et songeront peut-être à parrainer d'autres réunions avec les pêcheurs, aux niveaux local et régional, afin de poursuivre les discussions sur les thèmes spéciaux présentant un intérêt local. Je crois qu'il est important que certaines de ces questions soient déléguées au niveau local.

Je vous adresse mes plus vifs remerciements pour avoir pris le temps d'assister à ce séminaire et avoir si grandement contribué à son succès.





## ANNEXES



## **ANNEX A**

### **LIST OF PARTICIPANTS**



LIST OF PARTICIPANTSINDUSTRY

Capt. Onslow Barnes  
Bayview Street  
Fortune, Nfld.

Capt. Tom Bartlett  
Butt Street  
Grand Bank, Nfld.

Mr. Donald (Don) Best  
Fogo  
Fogo District, Nfld.

Mr. Egbert (Bert) Boertien  
Souris 26  
P. E. I.

Mr. Arthur (Art) Bruce  
President  
P. E. I. Fisherman's Association  
R. R. #2  
Souris, P. E. I.

Mr. Ronald (Ron) Bursey  
Old Perlican  
Trinity Bay, Nfld.

Mr. J. (Joe) Caissie  
Abrams Village  
Prince County, P. E. I.

Mr. Cliff Chaisson  
Lower Caraque  
Gloucester County, N. B.

Mr. Ralph Corkum  
Riverport  
Lunenburg Co., N. S.

Mr. Sam Corkum  
R. R. #1, Rose Bay  
Lunenburg Co., N. S.

Mr. Phil Cummings  
Fatima  
Iles-de-la-Madeleine, P. Q.

Capt. John R. Decker  
Lockeport  
Shelburne Co., N. S.

Capt. Earl Demone  
99 Maple Avenue  
Lunenburg, N. S.

Mr. Adrice Doiron  
Box 34, R. R. #1  
Westmoreland County  
Robichaud, N. B.

Mr. Lester (Les) Kean  
Badger's Quay  
Bonavista Bay, Nfld.

Mr. Alvin MacIntyre  
Baie Ste. Anne, N. B.

Mr. Chelsea (Chels) Miles  
11 Inverness Avenue  
Halifax, N. S.

Mr. Charles Moulton  
Representative  
Canadian Brotherhood of Railway,  
Transport and General Workers  
6074 Lady Hammond Road  
Halifax, N. S.

Capt. Morrill H. (Bubbles) Rodgerson  
Upper Port LaTour  
Shelburne Co., N. S.

Mr. Llewellyn (Lou) Theriault  
Sandy Cove  
R. R. #1  
Digby County, N. S.

Mr. Walter Titus  
Westport  
Digby County, N. S.





Mr. William (Billie) Trecartin  
Welshpool, Campobello  
Charlotte County, N. B.

Mr. E. A. (Ernie) Wentworth  
188 Reed Avenue  
St. Andrews, N. B.

GOVERNMENT

Mr. J. D. (Jim) Barclay  
Head  
Fisheries Environment and  
Utilities Section  
Manpower Employer Services Branch  
Department of Manpower and  
Immigration  
Ottawa

Mr. D. R. (Dave) Bolivar  
Supervisor of Operations  
Conservation and Protection Branch  
Maritime Region  
Fisheries and Marine Service  
Halifax, N. S.

Mr. L. J. (Len) Cowley  
Regional Director, Fisheries  
Fisheries and Marine Service  
St. John's, Nfld.

Mr. J. E. (Jack) Creeper  
A/Regional Director, Fisheries  
Fisheries and Marine Service  
Halifax, N. S.

Mr. E. B. (Eric) Dunne  
Chief  
Economics and Intelligence Branch  
Fisheries and Marine Service  
St. John's, Nfld.

Mr. A. M. (Allister) Fleming  
Acting Director  
Biological Station  
Fisheries and Marine Service  
St. John's, Nfld.

Mr. R. (Bob) Hart  
Deputy Director  
Industrial Development Branch  
Fisheries and Marine Service  
Ottawa

Mr. K. C. (Ken) Lucas  
Senior Assistant Deputy Minister  
Fisheries and Marine Service  
Ottawa

Mr. W. C. (Bill) MacKenzie  
Director  
Strategic Planning  
Fisheries and Marine Service  
Ottawa

Mr. W. R. (Bob) Martin  
Director-General  
Program Integration and Development  
Fisheries and Marine Service  
Ottawa

Mr. F. D. (Frank) McCracken  
Acting Chairman  
Regional Director's Committee  
Atlantic Region (Research)  
Fisheries and Marine Service  
Halifax, N. S.

Mr. Gilles Ouelett  
Staff of Director  
Resources Programs  
Federal/Provincial Relations and  
Economic Programs Branch  
Department of Finance  
Ottawa

Mr. R. E. (Dick) Quirt  
Principal Secretary  
National Fisheries Committees  
Fisheries and Marine Service  
Ottawa

Mr. G. B. (George) Soteroff  
Chief )  
Information Services  
Fisheries and Marine Service  
Ottawa



Mr. W. C. (Bill) Stewart  
Director-General  
Atlantic Region  
Department of Manpower and  
Immigration  
Halifax, N. S.

Mr. S. N. (Noel) Tibbo  
Biological Station  
Fisheries and Marine Service  
St. Andrews, N. B.



## **ANNEX B**

### **LIST OF WORKING GROUPS**





LIST OF WORKING GROUPS

<u>NAME</u>	SESSION AND WORKING GROUP ASSIGNMENTS			
	Wed Apr 4 a.m. <u>SESSION</u> <u>No. 1</u>	Wed Apr 4 p.m. <u>SESSION</u> <u>No. 2</u>	Thurs Apr 5 a.m. <u>SESSION</u> <u>No. 3</u>	Thurs Apr 5 p.m. <u>SESSION</u> <u>No. 4</u>
° Jim Barclay	-	-	A	A
*Onslow Barnes	C	A	D	D
*Tom Bartlett	B	A	C	C
*Don Best	D	B	C	C
° Dave Bolivar	C	C	B (Secretary)	B (Secretary)
*Art Bruce	B	B (Chairman)	D	D
*Ron Bursey	A	C	B	B
*Bert Boertien	-	D	D	D
*Joe Caissie	A	D	C	C
*Cliff Chaisson	A	C	B	B
° Jack Creeper	A	B	C	C
*Ralph Corkum	D	B	A	A
*Phil Commings	A	B	D	D
° Len Cowley	D	D (Secretary)	B (Secretary)	B (Secretary)
*John Decker	C	C (Chairman)	D (Chairman)	D (Chairman)
*Earl Demone	A	A (Chairman)	B	B
*Adrice Dorion	D	A	B	B
° Eric Dunne	B	B (Secretary)	A	A

° Government

\* Industry



NAME	Wed Apr 4 a.m. SESSION No. 1	Wed Apr 4 p.m. SESSION No. 2	Thurs Apr 5 a.m. SESSION No. 3	Thurs Apr 5 p.m. SESSION No. 4
°Allister Fleming	A	A (Secretary)	D	D
°Bob Hart	A	B	C	C
*Les Kean	C	D	A	A
°Ken Lucas	B	C	D	D
*Alvin MacIntyre	B	D	A	A
°Bob Martin	D	A	B	B
°Frank McCracken	B	D	C	C
*Charlie Moulton	A	D	B	B
*Chels Miles	D	B	D	D
°Gilles Ouelett	C	A	D (Secretary)	D (Secretary)
°Bill Stewart	-	-	D	D
*Lou Theriault	B	A	C (Chairman)	C (Chairman)
*Walter Titus	B	C	A (Chairman)	A (Chairman)
°Noel Tibbo	C	A	A (Secretary)	A (Secretary)
°Ernie Wentworth	D	D (Chairman)	A	A
*Bubbles Rodgeron	C	-	B (Chairman)	B (Chairman)
*Billie Trecartin	C	B	C	C
*Sam Corkum	D	B	C	C
°Government *Industry				



## **ANNEX C**

### **BACKGROUND PAPERS**





INTERNATIONAL FISHERY RESOURCE MANAGEMENT  
—  
A POSITION FOR CANADA  
SUMMARY OF PARZIVAL COPES' PAPER



## INTERNATIONAL FISHERY-RESOURCE MANAGEMENT

### A Position for Canada

Most marine fish stocks are in the nature of common property resources. Open access to their exploitation results in two interrelated problems. One concerns the physical conservation of the resource, the other economic efficiency in its exploitation. Within national jurisdiction, there are legislative means for regulating the industry. International regulation is more complex, and there are a number of different regimes possible. The determination of the regime which will best serve Canada's interest requires consideration of;

- a) the total size of the physical catch Canada could obtain under various regimes;
- b) the trade value of Canada's catch as influenced by world supply/demand conditions;
- c) the net returns on the Canadian catch.

The primary source of conflict in the exploitation of high-seas fisheries is a clash of interests between coastal fishing nations and distant fishing nations. Another has to do with the stage of a country's economic development. Canada is presently a coastal fishing nation and with its exceptionally large fishery resources off her coast and relative affluence, is not likely to develop a strong distant-water fishery.

Because many sectors of the country's shore-based fishing industry are characterized by low labour income, an increase in the yield of our fisheries is an important consideration and a legitimate national objective. However, Canada could expand her fishing effort and increase her share of the total catch and yet find that the physical size of her catch would decline. In terms of economic advantage, increasing our share of the catch may be more important than increasing its physical size, for if the total international catch is reduced, this will likely exert an upward pressure on market prices. Reviewing the components of our national fishery interests, i.e. fuller employment opportunities, increased contribution to our national product, greater recreational opportunities and contribution to our balance of payments, confirms that it is in our interest to obtain a large share of the high-seas fishery resources off our coast.

There are three major alternative systems in respect of the management of what are now high-seas fishery resources:



- 1) the fishery jurisdiction of coastal states may be extended beyond the limits currently claimed;
- 2) defined areas of the high seas may be subjected to a regime of international management;
- 3) unregulated and competitive fishing.

These and their permutations should be analyzed in terms of their compatibility with Canada's interests.

Currently, the principal embodiment of the international law of fisheries in the Convention on Fishing and Conservation of Living Resources of the High Seas which was negotiated at the 1958 Law of the Sea Conference. There is of course no obligation for states to accede to the Convention and thus no obligation to submit to regulation of high-seas fisheries. Coastal states have become alarmed at the prospect of rapidly dwindling fish stocks in adjacent waters, and as a result there have been unilateral expansions of fishing jurisdictions. A majority of coastal states, including Canada, now claim a fishing jurisdiction of at least 12 miles and as of 1970, 22 countries claim limits beyond 12 miles.

Canada has also established "closing lines", claiming for Canada sole fishing rights in a few well-defined areas, without claiming territorial sovereignty in those waters beyond 12 miles. Since there is a strong reluctance on the part of many nations to concede any major extension of full sovereignty over a wider extent of coastal waters, there seems to be a growing acceptance of the principle developed by Canada that functional fishing rights should be separated from full territorial rights.

Another area of concession to the nations with distant-water fisheries is the "phasing-out" arrangement, allowing these nations time to withdraw and re-deploy their fleets elsewhere.

Fishing jurisdiction has so far been claimed in terms of distance from shore. An alternative measure would be the concept of the continental shelf, and for fishery purposes, the concept of "continental margin", combining the shelf and the slope. The slope is an important area, as many fish stocks will move up and down along it to find the most amenable conditions. In view of the acknowledged legal rights of coastal states to resources in and on the continental shelf, it is natural that thought should be given to extension of these rights to the resources in the "superadjacent" waters.

The problems of managing the fish resources of the high seas appear to be moving towards solutions favouring coastal nations by accepting much wider coastal zones of na-





tional fishing jurisdiction. However, there is still the question of wide-ranging species, anadromous species and transnational fish stocks. Since the latter normally involve only two countries, this problem could be solved through mutual agreement. With respect to anadromous fish, coastal nations which incur the cost of management and conservation are making strong claims for exclusive rights. However, agreement will be difficult to obtain from distant fishing nations which will want to hold on to their rights to exploit whatever remains of the high seas after the increasingly ambitious demands for extended fishing zones by coastal states have been met. A certain form of compensation could be used. It will also be extremely difficult to obtain a satisfactory agreement with respect to wide-ranging species, in view of the large number of countries involved and the constant shifts in the relative strength of their fishing efforts.

It is not possible to carry out any meaningful benefit/cost analysis of the various alternatives open to Canada in negotiating new international agreement. Nevertheless, it is useful to have at least a crude notion of the direct benefits in terms of increased fish catch potential that would emerge. To Canada, the most advantageous of the major alternatives (i.e. present jurisdiction, 50-mile limit, continental shelf, 200-mile limit, continental margin) would be a national fisheries jurisdiction extending to the edge of the continental margin. The advantage would be very pronounced on the east coast, with a possible doubling of our catch. On the west coast, where current Canadian interest is concerned largely with salmon and halibut fisheries, extension of fishing limits will give only minor gains and would not be worth making large bargaining sacrifices. However, the security of our valuable salmon catch remains an important matter.

If considerations regarding our relationships with other countries induce us to accept something less than continental margin limits, the question of our sharing high-seas fisheries with other nations arises. The discussion will concentrate on the east coast question because of the limited concern for the fishery beyond our present limits on the west coast, which has already been stated. Assuming that our jurisdictional limits will remain as they are now, the problem revolved around these questions: 1) enhancement of the size of the total catch in the ICNAF convention area, 2) securing the largest possible share of the catch for our own nationals, 3) achieving the best economic returns from our national catch, in terms of the relation of benefits to costs.

The first of these questions requires management and limitation of the total effort in the ICNAF convention area. The second is a matter of hard bargaining and/or judicious employment of our fishing fleet. The third depends on numerous factors, including the form of fishery management controls.



The more effective controls are either an overall fishery closure for a given stock after a large enough catch has been reached, or a quota by country, determined in advance so as to match the presumed sustainable yield. From an overall economic standpoint, country quotas are much more preferable. However, there is the problem of securing a quota allocation that will satisfy all countries. The most obvious approach is to base it on current performance. But countries that are in the process of improving their share may well feel that this freezes them in a position with a lower allocation than they would achieve in a few more years with further competitive fishing. Indeed, this is the position that Canada now faces in the Northwest Atlantic. If quotas are agreed upon, Canada may still be able to expand her overall share of the catch somewhat, by making use of her position as the coastal state. There is a perceptible drift toward recognition of the special interest of coastal states in the management of high-seas fisheries off their coasts.

Another point is consideration of fishing agreements with the United States. In general, on both the east and west coasts, the present reciprocal agreements may be assumed to benefit Canada on balance. The fisheries in which most of the overlap takes place are the salmon and the halibut fisheries on the west coast. In the case of halibut, an annual quota has been set for each fishing ground for conservation purposes. But this is an overall quota, with no sub-allocation by country. This is forcing competitive inefficiency and over-capitalization for both countries and underlines a need to establish national quotas. With respect to salmon, there is a sharing agreement for sockeye and pink runs on the Fraser River, on a double quota system: an overall quota as well as a national quota for each country equal to 50% of the total. This allows each country to rationalize its fishing operations, without fear of losing part of its quota. In the face of a possible development of a high-seas fishery for salmon by other countries in the North Pacific, both Canada and the U. S. A. have an interest in pushing for recognition of the principle that anadromous fish stocks belong to the country in whose rivers they originate.

If it is our national objective to maximize the economic returns to Canada from the fishery, we should consider not only the economic value of the primary fish catching operations, but also the value of secondary fish processing and tertiary servicing of the fishing industry. In considering the potential of economic activity, there are three questions that need to be explored: (a) the possible damage to our own industry from strengthening the operational base of foreign fishing fleets; (b) the willingness of foreign interests to purchase our services; (c) the position of alternative shore-based facilities, in particular those at St.-Pierre.





While it would be a dubious policy, and there seems little point at the present time in trying to attract foreign catches for processing, there are two other activities that should be considered: servicing of foreign fleets and storing and trans-shipment of their catch. Any increase in that area would be at the expense of St-Pierre and we should be concerned about the reaction of the French who would suffer economic loss and who might seek ways of retaliating.

Summary of Professor Copes' Paper on  
International Fishery Resource Management:  
A Position for Canada - October, 1971,  
by G. A. Ste-Marie, April 2, 1973

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**\*INTERNATIONAL FISHERY-RESOURCE MANAGEMENT:  
A POSITION FOR CANADA**

**By Parzival Copes**

**October, 1971**



**\*THE FUTURE FOR MANPOWER  
IN THE  
CANADIAN SEA FISHERIES**

**A Framework for Strategic Planning**

**By John M.A. McKay  
Economics and Management Consultant**

**January, 1972**



**ANNEX D**  
**PROPOSED**  
**TOPICS**  
**FOR DISCUSSION**





PROPOSED TOPICS FOR DISCUSSION -

INTERNATIONAL

FISHFRY RESOURCE MANAGEMENT

1. What should Canada's objectives be in international fisheries negotiations?
2. Should international fisheries be managed by international commissions, coastal state managerial jurisdiction, coastal state ownership, or what?
3. What are the bases for an extension of coastal state jurisdiction over, or for preference in, the use of fishery resources in adjacent waters?
4. Do the same principles apply in all cases, or are there differences according to the kind of resource involved, i.e. as between sedentary stocks (shellfish), demersal stocks (groundfish, etc.), pelagic stocks (herring, tuna, etc.), and anadromous stocks (salmon)?
5. What managerial tools are best for regulating fisheries, (quotas, effort limitation, closed areas or seasons, size limits)?
6. What are your views about present catch allocation arrangements under ICNAF and other international agreements?
7. Are you satisfied with the way in which Canada negotiates, implements and enforces existing international agreements?
8. How should we deal with conflicts between gear (both domestically and internationally) caused by international agreements?
9. Are the aims and desires of fishermen and government in international fisheries management compatible or is there a divergences of views? If so, what are the differences?
10. Do fishermen have adequate participation in the international resource management decision-making process?



PROPOSED TOPICS FOR DISCUSSION -

MANPOWER IN THE FISHERIES INDUSTRY

1. What should be regarded as the minimally acceptable net annual income from fishing for a man dependent on that occupation for a livelihood: \$2,500? \$5,000? \$10,000?
2. What are the implications of the choice of a minimum income level in terms of a reduction in the number of small-boat (inshore) fishermen: 25 per cent, 50 per cent or 75 per cent fewer than now?
3. Will a further reduction in the number of fishermen come about in the natural course of events or is positive action toward this end necessary?
4. In the latter case, how might industry (including fishermen's organizations) and government cooperate to avoid unfairness to individuals and minimize social disruption?
5. Would some form of "buy-back" scheme (introduced as part of a program to rationalize the Pacific salmon fishery) serve a useful purpose in this connection?
6. With a view to making commercial fishing a full-time occupation and stable source of income, what can be done to eliminate or modify the seasonal character of the fisheries in many areas?
7. To what extent might an increase in job opportunities ashore (as a result, for example, of handling and processing fish landed by non-Canadian fleets) offset a phased decline in employment in primary fishing operations?
8. What are the problems potentially associated with the utilization of foreign-caught fish and is there any solution to these problems?
9. Is there opportunity for an expansion of employment for fishermen as proprietors of charter-boat services in salt-water sports fishing and, if so, how should this be promoted?
10. How effective are existing training programs for fishermen?



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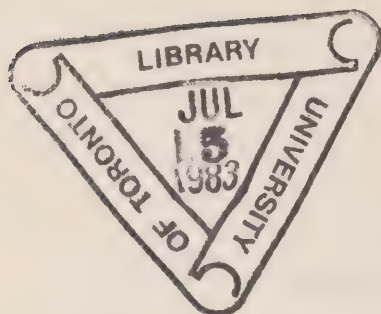
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